

PERFORMANCE MANAGEMENT



PERFORMANCE MEASUREMENT

THOMAS R. SUOZZI, COUNTY EXECUTIVE

**A BRIEF CASE MANUAL FOR THE
INTEGRATED PERFORMANCE MANAGEMENT SYSTEM
(IPMS)**

“WHAT GETS MEASURED GETS DONE”

*An easy-to-use “how to” manual
for preparing, presenting, and implementing
the Nassau County IPMS Program
and County Stat*

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PREFACE

NASSAU COUNTY AND YOU – PARTNERS IN SERVICE

TEAM NASSAU

Comprised of the best and the brightest that we have begun to assemble as staff. Comprised of my colleagues in government, Republicans and Democrats, and anyone genuinely interested in serving our residents, people who voted for me, and those that did not. Comprised of county employees, business, civic, labor and academic leaders, and most important, I need you – the residents of Nassau County.”

County Executive, Thomas R. Suozzi
Inaugural Address

The County Executive’s concept of “Team Nassau” includes you, the employees of Nassau County government. The County Executive has a sound human resources, management, and operations strategy plan to transform Nassau County from its former state of a fragmented, historically ill-governed community into “The Best County in the Country” by rebuilding its foundation. Every employee – senior and junior level – is part of this rebuilding and transformation team and is needed to help achieve the County vision as follows:

VISION

Nassau County will serve and partner with its citizens, business community and workforce to build a model suburban County that is well governed, safe, prosperous and unified.

How?

Many of you reading this manual may not have a copy or even heard of the Nassau County Multi-Year Financial Plan (MYP). Some of you who are aware of the MYP and the attention it received in the media may have thought that it had little to do with you and interpreted its intent as primarily a blueprint to restore the County to fiscal health. While the MYP offers solutions to the fiscal crisis, it also addresses the need for Nassau County to include its workforce – *all* of you – in the solution. Although you may not have read all of the sections of the MYP, you should take the time to read this manual, for it highlights portions of the MYP that pertain to each employee of every department as well as identifies the County’s concept of itself as “partner” to its citizens through its vision, mission statement and guiding principles. This manual introduces you to the Integrated Performance Management System (IPMS) as the tool that assists you to measure the success of your programs and services; this system is defined and outlined for your use, in detail, in the following pages.

Your participation is key to the County’s success. Therefore, the County Executive requests the assistance of every County agency to work to build a foundation that mirrors the overall County vision, mission, goals and objectives as provided in this document. You are *Team Nassau*.

READER'S GUIDE

Great things are not done by impulse, but by a series of small things brought together.

Vincent Van Gogh

The Purpose of the Manual

This manual has been developed with you in mind. The Integrated Performance Management System (IPMS) has a logical framework tied to the following exercises:

- ❖ Writing mission statements.
- ❖ Determining goals and objectives.
- ❖ Obtaining data.
- ❖ Developing performance measures.
- ❖ Monitoring outcomes.

This is not easy stuff, but the manual and material is designed to be user-friendly. The text uses a “you” and “I” format – informal but in conformance with professionalism. This document is the IPMS Team’s means to familiarize agencies and departments with the IPMS process and execution in a user-friendly format. As such, the manual is divided into five core chapters:

- ❖ ***IPMS Developmental Phases and Milestones*** – presents the IPMS Task Force’s own vision, mission statement and goals and objectives and describes the agency and departmental roles in developing the County’s IPMS system.
- ❖ ***The Conceptual Framework of the IPMS*** – introduces the conceptual framework of the IPMS Program.
- ❖ ***Foundations in Performance Management*** – provides an in-depth presentation of the components of the IPMS framework including diagrams and tables to clarify complex concepts and terms.
- ❖ ***Building the IPMS Program Components*** – provides information on how to craft an agency/department specific IPMS Program. Includes samples to model and guide the creation of your vertical’s or agency’s/department’s mission statement, goals and objectives – culminating in step-by-step directions for developing appropriate performance measures. Explains the linkages between components that promote the integration of overall performance management and measurement.
- ❖ ***Indicators and Benchmarks*** – contains examples of performance measures already in use by other governments to assist in developing your own performance measures and benchmarks. These are department and program specific and will include examples of both output and outcome measures (definitions provided in this manual) that can be more difficult to produce for a support department such as Human Resources than for an operational department such as the Department of Public Works. However, examples are included for a spectrum of operations, programs and services.
- ❖ ***IPMS Presentation*** – details exactly how the components of your department’s IPMS Program will be presented in terms of format and style.
- ❖ ***“County Stat” - The Relentless Pursuit of Performance Measurement*** – introduces the OMB function of IPMS that provides a forum for P/M discussion and problem solving.

Nassau County has a unique vision and strategic plan, and the IPMS Task Force has tailored this manual to support it within the framework of decades of work in performance measurement in the private sector that has only recently begun to be applied to governments striving to achieve more for their employees, citizens, visitors and businesses.

The purpose of the IPMS Task Force and this manual is not to dictate to you what is or isn't important about your services or programs. The Task Force and this manual are intended to provide a means for you to produce information in a format that is consistent throughout the County, specifically, and with the research and principles of best practices, generally. We expect you to be the authority regarding your vertical or agency/department – its purpose, who it serves, how it benefits the County, what it strives to achieve, and so on. While we have strived to be creative in the presentation of this material, it draws upon the research, experience, compiled data, trial and error, and published works that have preceded it. These works are acknowledged by direct quote, when appropriate, and a Bibliography is included following the Glossary.

How to Use the Manual

As the quote at the opening of this chapter indicates, gaining comprehension and tackling the exercises of the IPMS will work best when taken one step at a time. Thoroughly reading the next two chapters before beginning the tasks of assessment, writing, data collecting and presentation, will make a difference. The chapter, “IPMS Developmental Phases and Milestones,” identifies the phases of this program so you don't want to get ahead of yourself by focusing your energy on efforts not yet required of you. Additionally, the chapter, “Conceptual Framework,” is a blueprint of the essential components that contribute to a well-planned performance management and measurement system. Review the concepts and study the diagrams. We suggest that you highlight sections that you wish to refer back to easily, and, perhaps, re-read when necessary. Compose a list of questions or keep an Issues Log for a future Q and A session for material you feel is unclear. Your feedback will be useful to help us improve this manual in future updates.

After carefully reading the chapters, “IPMS Developmental Phases and Milestones,” and “Conceptual Framework,” move on to, “Building the IPMS Program Components,” which is the “roll up your sleeves and get started” chapter. This section and the examples will help you to visualize your own internal strategic plan but the worksheets referenced throughout are provided in the Appendix to help you generate the required information.

“Indicators and Benchmarks,” is what we refer to as the, “Oh, I get it,” chapter. The IPMS Task Force pulled together examples from numerous governments that reflect various types of performance measures; financial and non-financial (quantitative and qualitative) indicators; and, what a government might look like that has appropriately linked strategy, measurement and management. So, if you were having some trouble “getting” what an efficiency measure might be for a Health and Human Services department; how you could measure an objective of “creating diversity in the County's workforce” through Human Resources; or why filling more potholes per year has anything to do with the County Attorney's Office, this information is designed to respond to your questions through examples. You may find that you will need to refer back and forth between this chapter and the preceding one as you begin to build your department specific IPMS data.

Finally, in “IPMS Presentation” you will follow the guidelines established for presenting your narrative and numerical information modeled after the examples provided.

Throughout the core chapters you will find several types of icons used to denote significant information. Although the IPMS Task Force has chosen different icons to be used for different purposes, this is an idea borrowed specifically from the State of Illinois Office of Strategic Planning¹ staff and scholars-in-residence and we are grateful for the inspiration obtained from their innovation. The icons are:



Flag – shows that important information follows to which you will want to pay special attention.



Linkage – indicates a linkage of information to other material that preceded it. Our goal is not to produce data for the sake of producing data but to provide organizational linkages between data whether it is narrative or statistical.



Heavy Lifting – means that you have either reached material that covers some difficult concepts or that you have reached a point of data production that you are required to produce.



Slow Down – encourages you to take a break before moving on so that you can absorb what you have read.



Stop – asks you to stop – reading that is, but usually directs you to a task such as using a template to write a narrative statement(s) or gather information.

Although this manual gives you a lot of information to digest, it is not intended to be the sole tool at your disposal. The IPMS Task Force will assist you with the IPMS development and implementation process through additional opportunities for learning such as seminar-based presentations; vertical and/or department dedicated work sessions; Q and A forums; and, the use of software assisted development instruments that will become available at a later date.

Before You Get Started – Dispelling Fears

This manual started out by telling you that you are part of Team Nassau and critical to the County's success. Those of you who have heard this cheerleading before from previous employers with little or no backing may view this with some cynicism as a meaningless rallying slogan. Moreover, we're sure tackling a project this new, important and complex must raise fears of accountability and/or consequences. The purpose of IPMS is to put our money where our mouth is so to speak by supporting you and your vertical's or agency's/department's goals; giving you a tool to succeed; evaluating your needs (i.e. funding, positions, IT support) in a form that is holistic and not just based on history; highlighting your accomplishments; and, offering support that is flexible enough to grow or be modified as needs change. The table on the following page summarizes complications that other governments have experienced as they have implemented various forms of strategic management and performance measurement programs. This information has been gathered to give you reassurance that we have anticipated potential issues and concerns and have attempted to build a system that will not be hindered by them. Additionally, the next chapter, "IPMS Phases and Milestones," details a plan that has been designed specifically to alleviate fears by supplying a detailed plan of action.

¹ Illinois Office of Strategic Planning. (April 2001). Crafting the strategic plan: A brief case manual for agency strategic planners. Springfield, IL: Illinois Office of Strategic Planning.

LESSONS LEARNED – CASE STUDIES

PRINCE WILLIAM COUNTY, VA²

- Establish a Vision – it is essential to have a vision or plan to communicate why measurement is being undertaken and how it fits into the organization's decision-making process.
- Commitment From the Top is Essential – results oriented government requires a strong paradigm shift. This change is difficult and requires time to accomplish. Unless elected officials and the top leadership are sincerely committed, the effort may succumb at the first signs of resistance.
- Get in for the Long Haul: Perseverance is the Key – it will require several years for programs to develop measures that are both meaningful and easy to collect.
- Visibly Link Measurement to Real Decision Making – performance measurement (P/M) is neither easy nor fun in its initial stages. Linking measures to budget allocation ensure that all managers pay attention.
- Develop Measures with Broad Involvement by Stakeholders – invest in training and internal consulting to help managers through the development of measures. An organization must also find a way to keep the voice of the customer active during the development. You need to keep measures focused on the kind of results that matter to citizens and decision makers.
- Don't Reinvent the Wheel – there is a growing body of knowledge on P/M and localities can benefit from the experience, successes and mistakes of others. Practical examples can really help to accelerate learning.
- Data Quality Will Be a Problem – don't under-estimate the need for training and user-friendly systems.

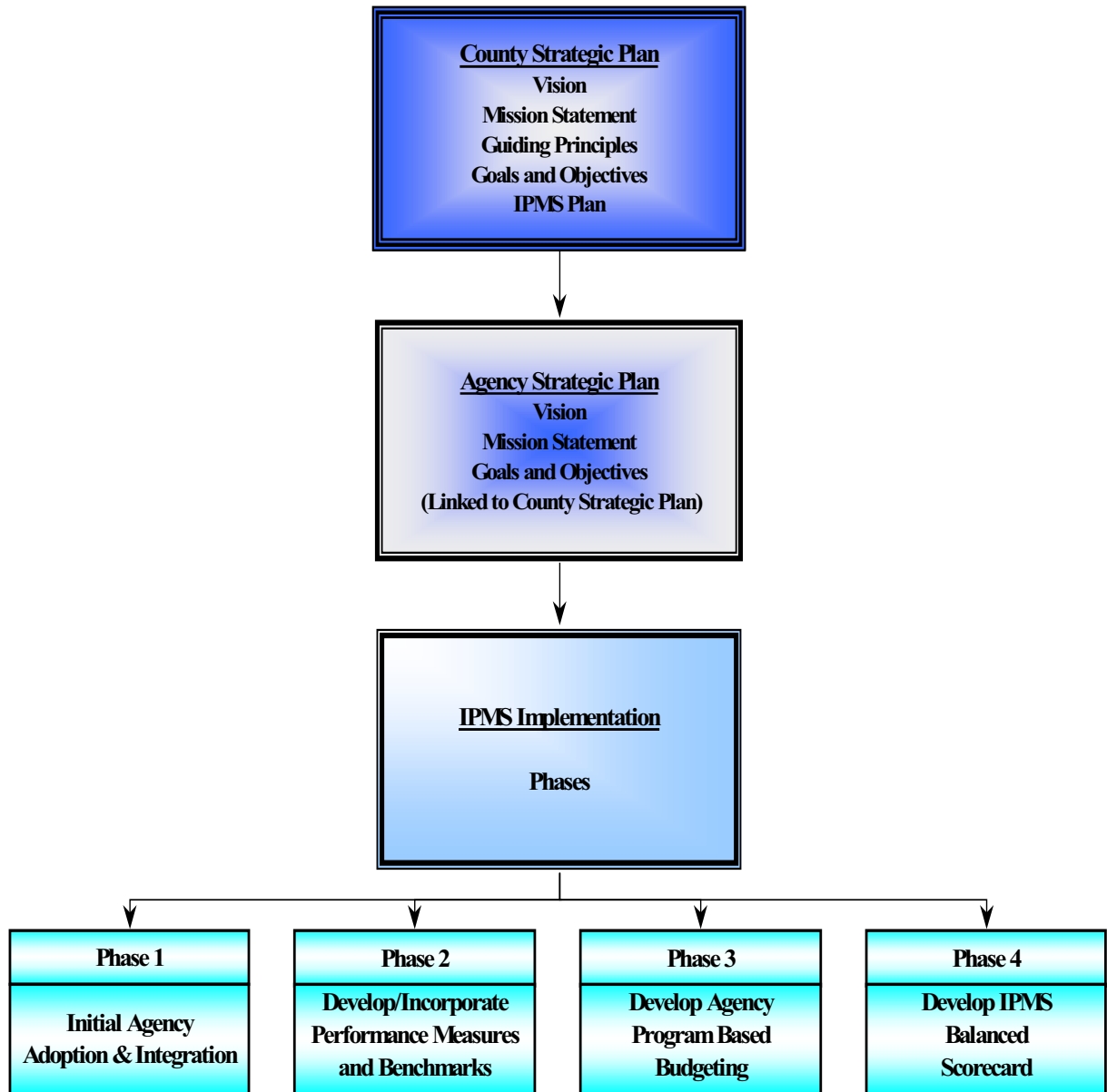
STATE OF TEXAS³

- Leadership and Process Matters – a visionary and committed management team as well as meaningful participation by agency employees and external stakeholders have characterized effective agencies. A sustained management commitment is essential in ensuring long-term success and instilling a sense of importance throughout the organization.
- Connections Count – the linkage of the elements into a system provides a number of synergistic benefits that would not likely be realized by stand-alone components. Performance data must be used in tangible ways. Performance measures must be used in day-to-day decision-making.
- Stress Benefits to Agency Management – frequently there is little understanding of or incentive to use performance measurement data and the processes that produce it – management strategy. However, some of the most immediate and tangible benefits of the system are to the departments themselves and its customers. Therefore, stressing internal use of measures provides system benefits.
- Outcome Measures Are Tricky – development of good outcome measures takes time and patience. Interim, process, or surrogate outcome measures often must precede final outcome measures.
- Train, Train, Train – continued orientation and training, creative new uses of information, and recognition of first successful efforts are all critical in maintaining momentum and system coherence over time.
- Be Prepared for Conflict, Confusion, and Chaos – P/M in its outcome-based, customer-centered form is alien to many governments. A tremendous amount of fear surrounds the development and use of performance measures. There is an inherent tension between the needs of strategic planning and those of budgeting. A commitment to the long term is required to overcome these challenges.
- Be Mindful of Information Overload – the system can easily overwhelm decision-makers. Think about innovative and practical ways to summarize, analyze, and format the data to make it more accessible.
- Report Regularly and Publicly – it is essential in ensuring system longevity and usefulness and in raising public awareness and support for reform efforts to include these activities.

² Marshall, M. (L6). Development and use of outcome information in government: Prince William County, Virginia. Washington, DC: American Society for Public Administration, Center for Accountability and Performance.

³ Merjanian, A. (1996). Strategic budgeting in Texas: A systems approach to planning, budgeting, and performance measurement. Washington, DC: American Society for Public Administration, Center for Accountability and Performance.

IPMS PHASES AND MILESTONES



Many good plans have failed because of poor planning and implementation. This chapter describes our *vision* of how we will help you develop the County's IPMS in your agency and departments in the short- and long-term. We know that ushering new processes in a complex government such as ours is intimidating, frustrating, and prone to face obstacles that we do not contemplate or foresee. To enhance your and our comfort level and minimize the level of frustration and uneasiness associated with adopting performance management and measurement, we have detailed the various phases and steps of development. It is our belief that phasing into a countywide performance management and measurement system gradually is the best approach to ensure success and, most importantly, address your concerns.

VISION

Our vision is to develop a nationally recognized comprehensive and integrated performance management and measurement system that can be used by the County strategically to improve operations and service delivery. In achieving this mission, the County and its agencies will improve the administration and utilization of limited financial resources.

MISSION

Our mission is to help you develop a program management system for your agency and departments. In helping you with this effort, we will provide guidance with the following:

- ❖ Writing an agency vision and mission statement that is logically linked with the County's vision and mission.
- ❖ Developing non-financial and financial outcome measures and benchmarks based on your agency's mission and objectives.
- ❖ Developing reporting formats that explain verbally and graphically agency achievements and outcomes.
- ❖ Developing service and program objectives that are based on your agency's mission and core functions.
- ❖ Developing templates for documenting and gathering service and program inputs and outputs.
- ❖ Documenting and identifying core agency and department functions, services, and programs.
- ❖ Documenting and mapping key service and program processes.
- ❖ Identifying service and program inputs, outputs, and outcomes.

GOALS

Our goals include achieving short- and long-term results and milestones regarding the development and adoption of performance management and measures countywide. In the short-run, our goals include but not limited to:

- ❖ Assisting agency staff to identify core functions and programs within their agencies.
- ❖ Assisting program staff to develop valid, reliable, and easily understood performance measures and benchmarks.
- ❖ Developing a "how to" manual for agency and department directors to assist them craft mission and goal statements and develop appropriate non-financial and financial measures and benchmarks.
- ❖ Helping agency staff to develop plans for developing and enhancing their performance management system in the short- and long-term.
- ❖ Providing informational presentations to high-level County and agency staff.

Our long-term goals include but not limited to:

- ❖ Identifying service and program inputs, outputs, and outcomes.
- ❖ Identifying information technology (IT) requirements for supporting a countywide performance management system.
- ❖ Developing a program-based budget.

- ❖ Developing a crosswalk between the line-item budget and the program-based budget across agencies, services, and programs.
- ❖ Determining whether the County's current IT systems can support a program-based budget.
- ❖ Determining whether the current accounting structure needs to be modified to support the program-based budget and performance management system.
- ❖ Determining how a program-based budget will satisfy the budget information requirements in the County Charter.

To achieve our vision, mission, and goals pertaining to IPMS, we have segmented the development and implementation of IPMS into four major phases. These phases are presented in the flowchart at the beginning of this chapter and, briefly, are:

- Phase I.** Initial IPMS agency adoption and integration – rolls out the IPMS program through presentations to County staff; the provision of scheduled group tutorials; and one-on-one assistance as needed.
- Phase II.** Development and incorporation of financial and performance measures and benchmarks – the IPMS team and agency staff work together to identify appropriate performance measurement data and government benchmarks.
- Phase III.** Development of agency program-based budgeting – County moves to performance-based budgeting (PB²) to link funding to vertical and/or agency/department services and results.
- Phase IV.** Development of an integrated County performance management balanced scorecard – the County integrates the IPMS program with the Balanced Scorecard approach (BSC) that is a performance management system that will allow the County to measure its strategic success from four perspectives:
 - Customer Perspective
 - Employee Perspective (Learning and Growth)
 - Internal Business Process Perspective
 - Financial Perspective

Some of the reasons for implementing the performance management system in phases include:

- ❖ Allowing agency and department staff to become comfortable with drafting mission and goal statements for their core functions, services, and programs.
- ❖ Allowing sufficient time and flexibility for agency and department staff to modify their approach and plans for adopting performance management principles within their organizational structure.
- ❖ Identifying and documenting staff concerns and implementation issues related to incorporating performance management principles within the agency's structure.
- ❖ Identifying service and program impacts across County agencies and departments.
- ❖ Providing a systematic approach for improving and expanding each agency's performance management program.
- ❖ Providing sufficient time for feedback and to address major concerns and issues systematically.

The IPMS Implementation Phases and Milestones that will allow County staff to absorb and adapt to the new structure according to a carefully planned timetable that will maximize success of the IPMS Program. This manual is part of the first phase of the program and the next chapter initiates your introduction by describing the conceptual framework of IPMS.

CONCEPTUAL FRAMEWORK OF THE IPMS

Mental models shape the way we organize information. They don't determine what information we have; they determine the sense we make of information.

Peter M. Senge, Founder and Director
Center for Organizational Learning, MIT

“Who” is Nassau County and “What Are its Values?”

“Who” Nassau County is and “what” it is are presented together because its services and programs should reflect the priorities of the community it serves. Therefore, the County Executive has established a new vision for the County designed to meet the expectations of its citizens and taxpayers. The intent of Nassau County is stated in the mission statement and supported by its guiding principles, which identify the essential elements necessary to move the County close to the overall vision.



Nassau County's Philosophy and Values

VISION	
Nassau County will serve and partner with its citizens, business community and workforce to build a model suburban County that is well governed, safe, prosperous and unified.	
MISSION	
It is the mission of Nassau County government to build trust by providing quality, cost-efficient services within a framework of personal accountability and fiscal integrity that addresses the essential needs and concerns of its primary stakeholders – its citizens.	
GUIDING PRINCIPLES	
<i>Quality</i>	Meeting citizen needs responsibly and courteously the first and every time.
<i>Cost Efficiency</i>	Streamlining service delivery so that maximum services are provided utilizing only the necessary resources without neglecting quality and safety.
<i>Personal Accountability</i>	Top down approach to accepting individual responsibility for the provision of quality, courteous service at a reasonable cost.
<i>Fiscal Integrity</i>	Providing sound financial management by building a firm budget foundation, continuous monitoring of financial reporting, short and long-term financial planning and consistent application of recommended budget practices as well as adherence to generally accepted accounting principles (GAAP).
<i>Responsibility to the Community</i>	Listening to the our citizens, creating a forum for open and honest communication, providing public budget hearings; and, always maintaining respect for the primary stakeholder – the citizen – when enlisting support and addressing community concerns.
<i>Health and Safety</i>	Working to provide communities that are equally free from crime, environmentally safe, and respectful of the diversity of its population.
<i>Strength of Economy</i>	Attracting new businesses, increasing employment, diversifying the County economic base, providing affordable housing for first-time buyers and the elderly, and improving the bond rating and debt posture so that the County can enhance its physical infrastructure at minimum taxpayer cost.
<i>Enrichment</i>	Enriching the community by facilitating the development of various arts programs and promoting cultural exchange and education programs. Providing opportunities for leisure and recreation, socialization and fun. Recognizing that development of these serves to unite communities and stabilize neighborhoods.

You should know that the County Executive designed the reporting structure specifically so that the County is more efficient and effective in providing services and programs to support the overall vision of Nassau County⁴. Therefore, County departments are organized under vertical management. Within this structure, each Deputy County Executive coordinates and manages the departments under his or her purview. The following table illustrates how management by vertical supports who and what the County has determined itself to be by coordinating services and programs functionally so that every component of the vision, mission and guiding principles is addressed:



Primary Responsibility by Vertical

VISION	WELL-GOVERNED, SAFE, PROSPEROUS AND UNIFIED							
MISSION	BUILD TRUST		EFFICIENCY & INTEGRITY		ESSENTIAL NEEDS		PROVIDE QUALITY	
GUIDING PRINCIPLES	Personal Accountability	Responsibility to the Community	Cost Efficiency	Fiscal Integrity	Strength of Economy	Health & Safety	Enrichment	Quality
<i>Office of the County Executive</i>	✓	✓	✓	✓	✓	✓	✓	✓
Public Safety	✓	✓	✓	✓		✓		✓
Health and Human Services	✓	✓	✓	✓		✓	✓	✓
General Services	✓	✓	✓	✓		✓	✓	✓
Budget and Finance	✓	✓	✓	✓	✓			✓
Economic Development	✓	✓	✓	✓	✓		✓	✓
Shared Services	✓	✓	✓	✓		✓		✓
Other	✓	✓	✓	✓	✓	✓		✓

As you can see, there are some guiding principles for which *every* vertical is responsible. For instance, even though the Budget and Finance vertical has oversight responsibility for ensuring that fiscal integrity and cost efficiency are achieved, all other verticals participate in managing their finances responsibly and efficiently as well. Further, as would be expected, no vertical is exempt from responsibility to the community and taxpayers or its quest for excellence through the provision of high quality services and programs.

Why We Do Performance Measurement

The concepts and diagrams within this chapter help set the framework of why governments have started to undertake performance management. Before heading down this road, however, you may be wondering why you, personally, should care about it. The following table highlights some of the issues you may have expressed about your work environment and experiences coupled with examples of how IPMS plans to address each one:

⁴ Multi-Year Financial Plan. (April 2002). Management style change, 253-264.

WHAT IPMS CAN DO FOR YOU	
EMPLOYEE ISSUE	IPMS SOLUTION
<ul style="list-style-type: none"> You don't know what the primary purpose(s) is of your department and where it would like to be in the future. 	<ul style="list-style-type: none"> Department leadership writes a vision and mission statement. These are communicated to you in writing.
<ul style="list-style-type: none"> You want to know how effective your department is in meeting its goals. On the other hand, you would like to know <i>what are</i> your department's goals. 	<ul style="list-style-type: none"> Department specific goals are written. Specific, measurable objectives are linked to each goal. Performance measures (P/M) are linked to all of the above to determine effectiveness in reaching goals and objectives.
<ul style="list-style-type: none"> You don't know what is expected of you. You want to understand how your contribution affects Nassau County and its community. 	<ul style="list-style-type: none"> Employee specific goals and objectives will be determined together by you and management. P/M gives you tangible evidence of what you and your department has accomplished. Such as: <ul style="list-style-type: none"> Average cost to operate a swimming pool decreased by 10%. Citizen Survey reported satisfaction with 25 specific County-provided services (up from 15). Number of complaints filed per year for employee discrimination is down 35%.
<ul style="list-style-type: none"> You have increased productivity yet no one seems to know or care. Accomplishments are not acknowledged. 	<ul style="list-style-type: none"> Establish Efficiency P/M that demonstrates that productivity has increased by __% while cost per output has decreased by __%. P/M and accomplishments will be reported regularly and publicly. Rewards and achievement incentives will be given.
<ul style="list-style-type: none"> The media reports that other counties are doing a better job providing services (e.g. road maintenance, emergency response time) and you would like to see benchmarking data that makes this evident. 	<ul style="list-style-type: none"> Establish performance benchmarks (compares your performance with industry/government standards). Use P/M to show you have made progress such as: <ul style="list-style-type: none"> Police Department's average response time for "threat to life" calls decreased by 10% even though % of resources did not increase.
EXAMPLES OF IPMS AT WORK IN OTHER GOVERNMENTS	
GOVERNMENT ISSUE	IPMS SOLUTION
<ul style="list-style-type: none"> Diversity management and community involvement perceived to be lacking in scope and depth per annual survey of minority communities. 	<ul style="list-style-type: none"> Developed /launched anti-hate education campaign. Increased effective and timely response to racist incidents and community crises. Increased the capacity of diverse communities to access government services through grant administration (\$470.4 thousand to 57 organizations).
<ul style="list-style-type: none"> Need to assist all departments in conducting an organizational risk assessment to ensure that the county is "prepared," can "respond," and can "recover" from any disaster or emergency. 	<ul style="list-style-type: none"> Developed a government-wide Emergency Safety and Preparedness Committee representing all programs to enhance emergency response. Committee members became the "safety officers" for their respective programs.
<ul style="list-style-type: none"> Growth areas with families and youth and busy lifestyles reflect the need for creative alternatives to providing recreation programs.. 	<ul style="list-style-type: none"> Developed a new mobile recreation program to provide recreational programming in underserved and growth areas throughout the county..



The “why” of performance management and measurement begins with you – if you feel threatened by the process or don’t understand how it can benefit you and your department – you will hesitate to make a personal investment in seeing that the IPMS works and works well. We know that you may have additional concerns not included in the table above. As the process progresses, there will be many opportunities for dialogue to alleviate your anxieties (i.e. Q & A sessions, training and workshops). *Please bring these to the table.*

Although IPMS has been developed with you in mind, it has also been created as a means to communicate performance, results and accomplishments to elected officials; citizens and businesses that are already part of Nassau County; and, to anyone who might be considering becoming part of the community. Currently, Nassau County is experiencing the same financial pressures that many other governments are facing. Most people understand hitting a few rough spots because of an economic downturn, former mismanagement, or an unexpected tragedy; however, they fully expect to see a plan of action composed of a coherent strategy to cope with diminishing resources, mandated spending, inflation, recession and the psychological consumer “fear of spending” that accompanies such a financial climate. Therefore, the IPMS conceptual framework serves four primary purposes and answers the following questions⁵:

Accountability and Process Improvement

- ❖ In what way can the government be proactive rather than reactive in the face of new challenges, dwindling resources, increasing federal mandates and demographic changes?
- ❖ What is the best way to underscore the linkages between programs and services so that a holistic view of the County is best illustrated?
- ❖ How can managers better determine whether or not goals and objectives are being met?

Best Practices

- ❖ What has Nassau County determined to be its guiding principles and core service priorities?
- ❖ How can we promote the principle of management-by-results using methodology that is consistent and proven in an environment that is supportive of its workforce?
- ❖ How can we comply with recommended best practices as outlined by such organizations as the GFOA and ICMA to establish short and long-term planning and link this to measure of success.

Doing More With Less

- ❖ How can Nassau County respond to the pressures that it will continually face both in the short and long-term?
- ❖ How can the County continue to meet the expectations of its constituents without placing an unfair burden upon them such as rate hikes and tax increases?
- ❖ How can each department build up its strengths (S) as it minimizes weaknesses (W); profit from opportunities (O); and, not succumb to threats (T) (SWOT, see below)?

Communication

- ❖ How can we better provide timely and accurate information both internally among the workforce, and externally to stakeholders?
- ❖ How can we demonstrate to our citizens and businesses that we are addressing their needs and including their concerns?

⁵ J. M. Bryson. (1995). Strategic planning for public and non-profit organizations: A guide to strengthening and sustaining organizational achievement. San Francisco: Jossey-Bass.

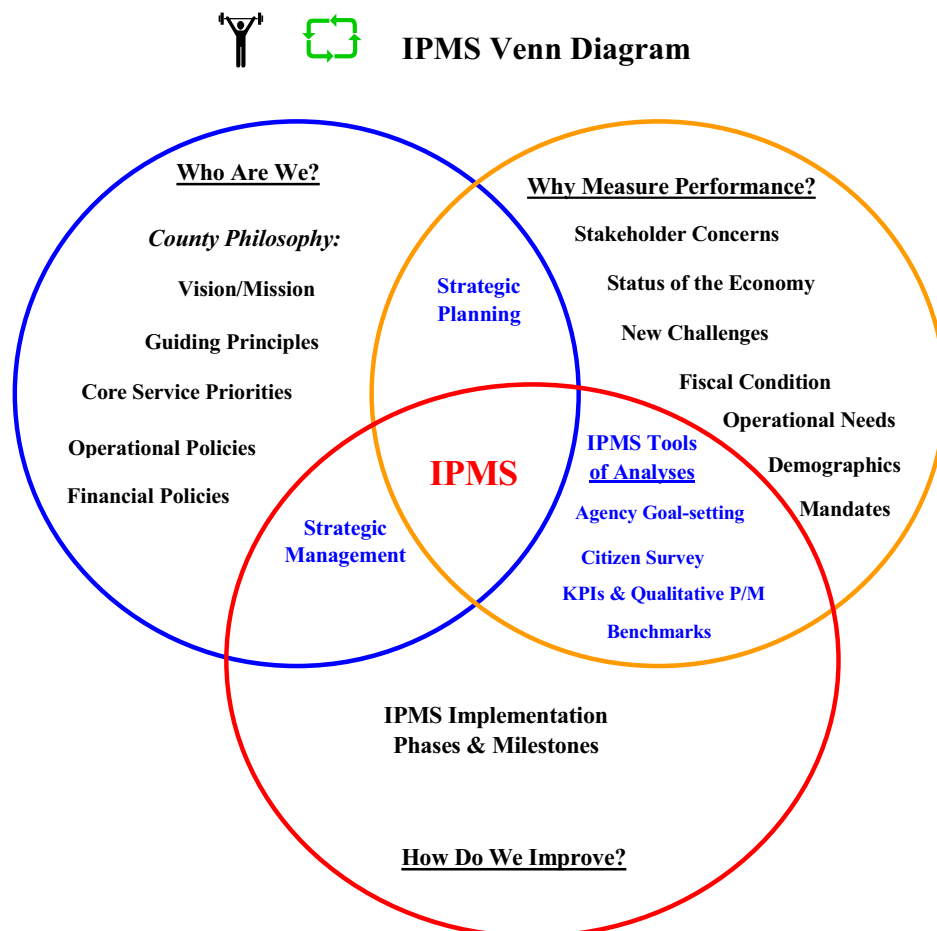
Finally, to answer the question of “why we do performance management and measurement,” the following is a list of organizations that advocate adoption of a performance management system such as IPMS:

- ❖ National Advisory Council on State and Local Budgeting (NACSLB)
- ❖ International City/County Management Association (ICMA)
- ❖ Government Finance Officers Association (GFOA)
- ❖ American Society for Public Administration (ASPA)
- ❖ National Association of Counties (NACo)
- ❖ American Association for Budget and Program Analysis (AABPA)
- ❖ National Academy of Public Administration (NAPA)

The remainder of this chapter further explains “why” as we look at the conceptual framework of the IPMS Program as it demonstrates the interrelationship of the elements of the program.

Integrated Performance Management System

The IPMS is used to assess County agencies/departments and their performance. It is based on the County’s ongoing operations, financial and programmatic evaluation and planning efforts. Programmatically, it will provide the financial indicators for assessing whether departments are providing programs and services consistent with the County’s vision, mission, goals and program strategy. More importantly, the performance measurement component will make departments more accountable for the effective and efficient administration and use of limited taxpayer dollars. The following Venn diagram gives you an overview of what this structure looks like:



If the diagram looks a little complicated – it is – but don’t let it bother you too much. The following text explains the interrelationships between components of the program.

Strategic Planning⁶ – defined as the disciplined effort to produce fundamental decisions and actions that shape and guide what an organization is, what it does, and why it does it. Therefore, you can see that when the first circle is linked with the second we have answered all three questions within the definition required to lay the foundation of the strategic plan.

Agency Goal-Setting, Indicators and Benchmarks – the preliminary steps performed to develop the IPMS Program tie together identification of “why” we are measuring performance with “what” are the most important programs and services on which we need to focus within the IPMS Program. In other words, the County must first make sure that the individual units that comprise the County have developed their own mission statement, goals and objectives that conform to the Multi-Year Financial Plan (MYP). Then, the financial indicators, benchmarks, and various levels of performance measures should concentrate attention on those aspects of programs and services that the County, its stakeholders and community deem to be the most important.

Strategic Management⁷ - the newest approach to strategic management expands its role so that it includes all of the following:

- ❖ Clarification of the government’s strategy and continual updates.
- ❖ Communication of the strategy to employees and stakeholders.
- ❖ Alignment of individual agency/department goals and objectives with those of the overall government’s strategy.
- ❖ Linkage of strategic objectives to both short-term and long-term initiatives included in the annual and capital budgets and the MYP.
- ❖ Conduct regular reviews of the IPMS to learn and improve the overall strategy.

The IPMS Phases and Milestones integrate the overall County’s strategic plan with its departments’ services and programs so that implementation focuses the entire County on a long-term strategy consistent with the vision as new processes and strategies are introduced.

IPMS – represents the integration of “who,” “why,” and “how” through the following:

- ❖ “Who” the County perceives itself to be in terms of its vision and philosophy and “what” are its primary values it offers to those it serves.
- ❖ “Why” the County is trying to serve better (financial crises, mandates, issues, etc.).
- ❖ “How” the County will achieve its vision through the various phase of IPMS implementation.

Critical elements of the Venn diagram are explained more fully using diagrams and tables for clarification in the next chapter, “Foundations in Performance Management.”

⁶ Bryson, J. M. (1995). Strategic planning for public and nonprofit organizations: A guide to strengthening and sustaining organizational achievement. San Francisco: Jossey-Bass.

⁷ Kaplan, R. S. & Norton, D. P. (Jan-Feb 1996). Using the balanced scorecard as a strategic management system. Boston: Harvard Business Review.

FOUNDATIONS IN PERFORMANCE MANAGEMENT

Correct principles are like compasses – they are always pointing the way. If we know how to read them, we won't get lost, confused or fooled by conflicting voices or values.

Stephen R. Covey
Founder, Covey Leadership Center

This chapter provides a more in-depth presentation of the critical elements of the IPMS Program as illustrated in the Venn Diagram. These components provide the foundation of the Program and illustrate the linkages between strategic management and performance measurement, without this interrelationship, the County has not adequately defined ***how success is to be measured***.

Strategic Planning and Management

Strategic planning and management are critical to the success of IPMS and the County. Nassau County's vision is to become *the best county in the country* can only be achieved through governing excellence and progressive leadership. The method used to develop a strategy of governing excellence is strategic planning; strategic management is the leadership tool that will enable its implementation. Together they are the guiding principles that form the entire IPMS Program. The table that follows explains and defines the differences between strategic planning and management; while the two terms support each other they are not synonymous.

The Foundation – Definitions in Strategy

Strategic Planning
Strategic planning assessed by performance measurement provides a means by which to be accountable to stakeholders. It is the fundamental component that supports the vision and lays the groundwork to achieve it. Strategic planning involves: <ul style="list-style-type: none">• Formulating and evaluating alternative strategies to those that created the problem.• Selecting appropriate improvement and corrective strategies.• Developing the plan to implement the selected strategy.
Strategic Management
While strategic planning is the activity undertaken to cope with the immediate crises as well as prepare a plan of prevention and improvement, strategic management provides core leadership behind the plan and is the process of its <i>continuing</i> management. The key components of Strategic Management are: <ul style="list-style-type: none">• Strategic Control – ensuring proper plan implementation and monitoring for planned outcomes.• Performance Planning – comprised of:<ul style="list-style-type: none">▪ Objectives;▪ Desired Outcomes;▪ Implementation Strategy; and,▪ Action Plan.• Outcome-based Budgeting – establishes a budget process that:<ul style="list-style-type: none">▪ Links desired outcomes to allocations;▪ Demonstrates how the budget plan will achieve results; and,▪ Reallocates resources to the highest-priority results.

- Performance Management – implementation and management strategy applied to all verticals to link objectives, initiatives and measurement of performance in achieving initiatives. Utilizes benchmarking, performance measurement, and key performance indicators (KPIs).

Strategic Process

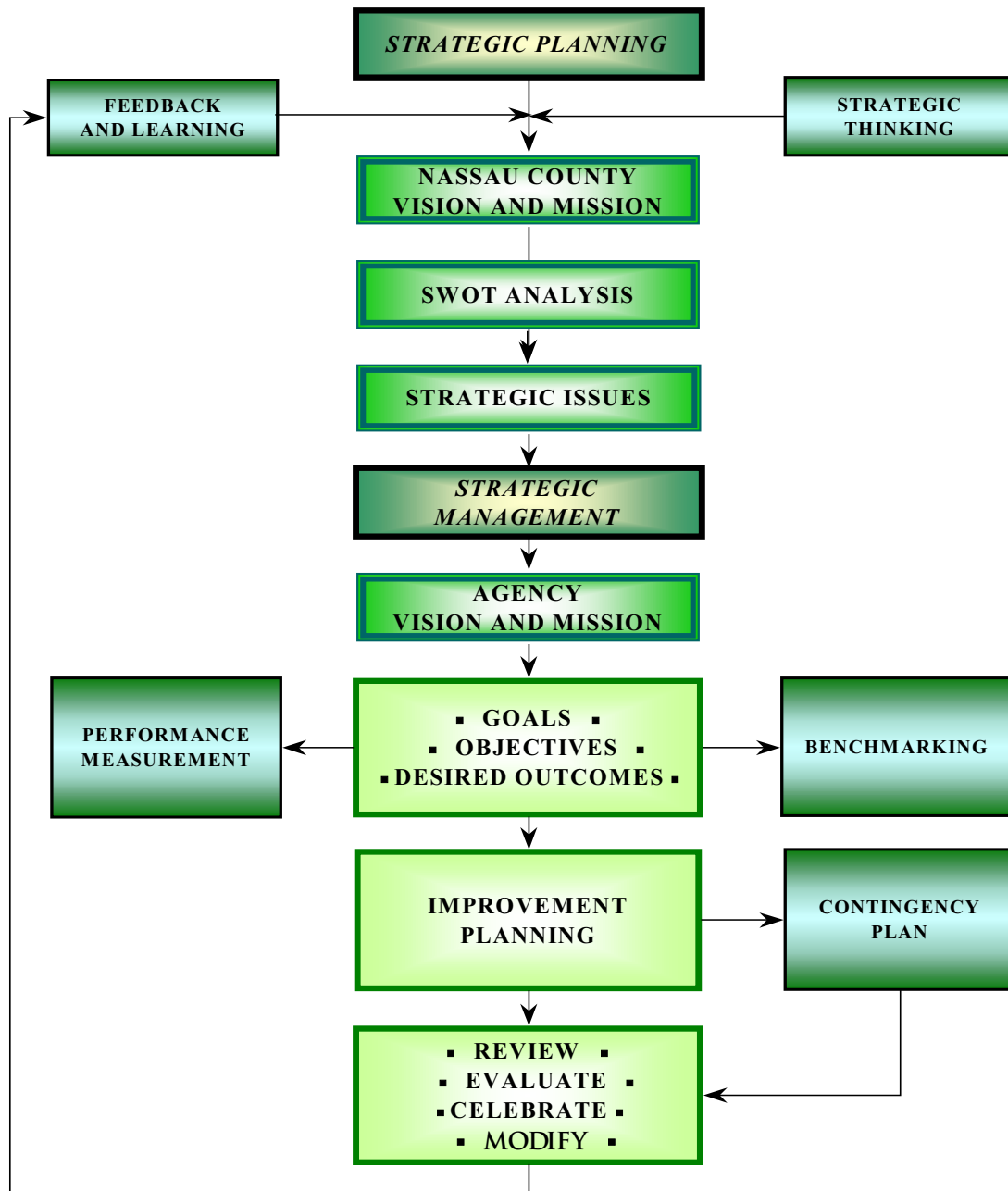
The strategic process is unique in every government, however, the critical steps include:

- Strategic Thinking – a critical way of thinking about and viewing the entire process that permits us to:
 - Avoid rigid strategy approaches in favor of creativity, innovation and fluidity;
 - Promote proactive rather than reactive decision-making;
 - Become a learning organization; and,
 - Anticipate and meet unforeseeable events.
- Focus and Context – in government, this is our vision, mission statement and guiding principles.
- Assessment – the external environment (economy, demographics, mandates, etc.) and internal issues (challenges, budget constraints, etc.)
- Gap Analysis – where are we now and where do we want to be? Identifies “hot spots” related to deficits in efficiency, effectiveness, and quality that show up as work redundancy, missed revenues, wasted resources, etc.
- Strategic Issues – primary issues and concerns that translate into goals and objectives that the County has to address to achieve its mission and move closer to its vision.
- Performance Measurement – measures developed to assess and monitor program and service efficiency, effectiveness and quality.
- Benchmarking – strategic, performance and process benchmarks provide program and service information to improve performance.
- Improvement Planning – performance measurement and benchmarking identifies success but weakness as well. Improvement and contingency plans are developed and implemented.
- Implementation and Reporting – where performance planning and management come together. Implementation, action plans, and reporting provide management control and accountability to the stakeholder.
- Review, Evaluate, Celebrate, Modify... – the process is continuous. The internal and external environment and expectations are rarely stagnant. The process has to be fluid to accommodate emerging needs, however, achievements should be noted and celebrated.

The diagram on the following page illustrates the linkage between the process of Strategic Planning and Management:



The Strategic Planning and Management Process



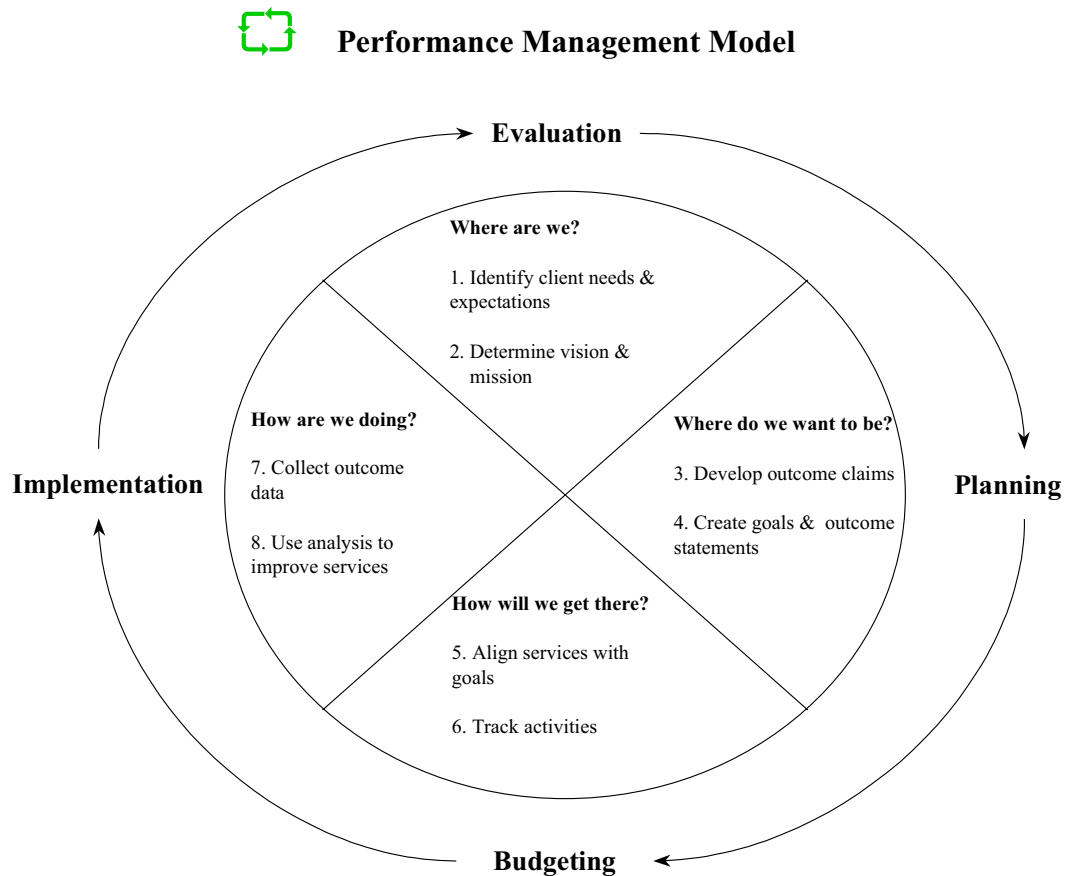
Adapted/Modified from J. M. Bryson



Included within strategic management are two core components – performance measurement and benchmarking. These are presented in the next section.

Performance Management

Nassau County is accountable for managing its resources efficiently and effectively. This continuing pressure to do more with less has led to a greater emphasis on the implementation of performance management systems within the financial planning and budgeting framework.⁸ The County's performance management model is based on its strategic evaluation, planning, budgeting, and implementation processes. The following diagram accentuates the flow and linkage between these elements:



From an evaluation standpoint, the performance management model requires the County to assess its stakeholders' needs and expectations. It also requires the County Executive to succinctly state the County's mission and vision in meeting its resident and taxpayer needs.

After developing the County's mission and vision statement, the County Executive, the Deputy County Executives, and Commissioners specify where the government and the departments want to be with respect to the County's mission and vision. To accomplish this, departmental outcomes are developed. Subsequent to developing the outcomes, departments create goals, objectives, and outcome statements for their services and programs.

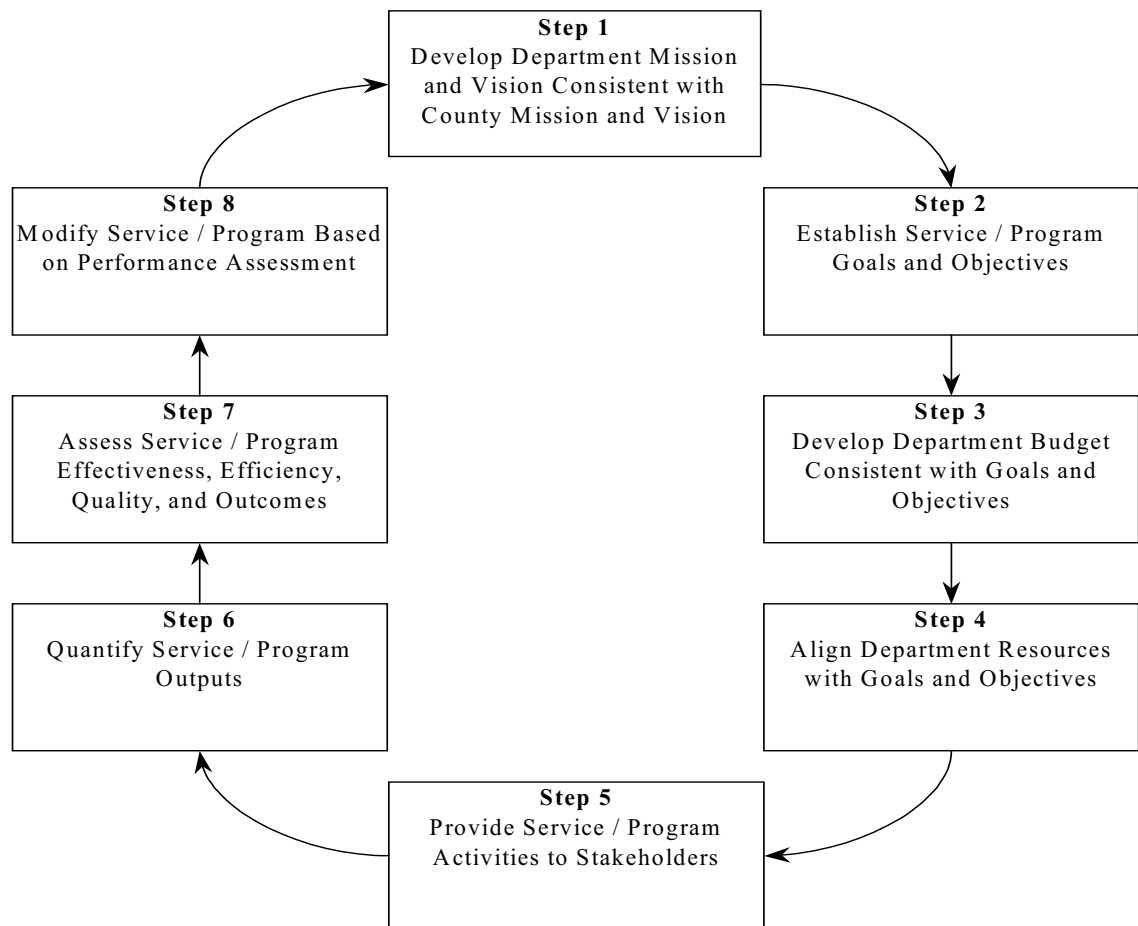
⁸ Guajardo, S. A. & McDonnell, R. (2000). An elected official's guide to performance measurement. Chicago: Government Finance Officer's Association.

During the County’s budget development cycle, departments align their resources with program and service goals and objectives. Once the budget is adopted and executed, the departments will track program and service activities throughout the fiscal year. This entails documenting and quantifying resources used in actually administering and performing program activities. Additionally, this will require an accurate enumeration of the demand for services.

At the end of the fiscal year, departments will collect financial and operations data assessing program and service outcomes. This will include using effectiveness, efficiency, and outcome measures to assess whether individual department programs and services actually accomplished their stated goals and objectives. More importantly, the performance indicators will be used to modify existing programs and services if they failed to produce an adequate level of service or reach an adequate level of effectiveness and/or efficiency. The steps in the process are presented below:



Performance Management Program Steps




Performance Measurement

Similar to strategic planning and management, a performance measurement program is made up of both measurement and management. The following table summarizes the differences and defines key performance measures:

Performance Management and Measurement Defined

<i>Performance Management</i>		<i>Performance Measurement</i>
<p>Sometimes referred to as “management by results” entails monitoring the performance of services and programs against pre-established goals and objectives. The process also looks forward as change agents identify opportunities for improvement.</p> <p>Thus, performance management integrates performance measurement with performance improvement and helps Deputies, Commissioners and employees to succeed, enabling the County to achieve its vision.</p>		<p>This is the process used to determine how a program is accomplishing its mission, goals, and objectives through the delivery of products, services or processes.</p> <p>Key performance measures are:</p> <p>Efficiency Effectiveness/Outcome Quality Output/Workload</p>
<i>Types of Performance Measurement</i>		
◆ Efficiency ◆		
What it Measures	Question Answered	Example
Assesses the amount of outcome produced per unit amount of resources allocated to performing a predefined goal and objective within a specific time frame.	How many resources does a government or its departments consume in achieving their program and service delivery goals?	Average cost of apprehending suspects by police officers in FY02 given the department's resource allocation for criminal investigations.
◆ Effectiveness/Outcome ◆		
What it Measures	Question Answered	Example
Assesses the degree to which predefined goals and objectives were met within the specified time frame.	<p>Effectiveness: How well does a government or its departments accomplish its program and service delivery goals and objectives?</p> <p>Outcome: Did the government's programs and services meet their intended results?</p>	<p>Effectiveness: % of total suspects apprehended by police officers in 2000.</p> <p>Outcome: The increase of the police department's arrest rate of suspects from last year for the same amount of resources.</p>
◆ Quality ◆		
What it Measures	Question Answered	Example
Assesses the level of satisfaction of either internal or external customers in relation to goods and services delivered to them.	Are internal and external clients satisfied with the performance of the government's programs and service delivery?	Percentage of citizens satisfied with the police department's methods of apprehending criminal suspects.
◆ Output/Workload ◆		
What it Measures	Question Answered	Example
Assesses the level of productivity of program staff in providing goods and services to their customers.	<p>Output: What did the program or service produce in relation to its inputs?</p> <p>Workload: What is the number of transactions performed per employee for a particular program of service activity?</p>	<p>Output: The number of arrests made by police officers in 2002.</p> <p>Workload: Number of cases solved per police detective.</p>

 When you begin compiling your performance measurement data in the next chapter, following information will help you to determine if your planned data measures fit the mold of sound IPMS measures.

Performance Measurement – Key Steps and Evaluation

Elements of a Sound P/M System	Selection and Evaluation of Data
<p>The core ingredients necessary for a sound performance measurement system are:</p> <ul style="list-style-type: none"> • Based on program goals and objectives • Linked to program mission (or purposes) • Measures program results or accomplishments • Provides for comparisons over time • Reliable, verifiable, and understandable • Reported internally and publicly • Monitored and used in decision making 	<p>As you gather the data that you want to evaluate, be sure to check if the following criteria apply to the relationship between your programs/services and the data you are selecting. Is the data:</p> <p><u>Appropriate:</u> Related to program objectives?</p> <p><u>Valid:</u> Measures appropriate program and service accomplishment?</p> <p><u>Complete:</u> Cover most of program objectives?</p> <p><u>Comprehensible:</u> Understandable?</p> <p><u>Controllable:</u> Is the condition being measured under government's control/responsibility?</p> <p><u>Cost:</u> Is the cost of collection/analysis reasonable?</p> <p><u>Timeliness:</u> Are results available for making decisions?</p> <p><u>Accurate & Reliable:</u> Is the data accurate and consistently reported?</p> <p><u>Privacy & Confidentiality:</u> Any concerns for client or user privacy that constrain analysis?</p> <p><u>Comparability:</u> Can measures be compared to other governments or national standards?</p>
Key Steps Within the Performance Measurement System	
<p>The key steps in which you will be participating when you proceed to the next chapter are:</p> <ol style="list-style-type: none"> 1. Determining programs and services to be evaluated. 2. Identifying management, planning, and service delivery departments. 3. Assessing program and service mission, goals and objectives 4. Determining level of measurement (i.e., citywide, department-based, or program-based). 5. Identifying program and service inputs and outputs. 6. Identifying, defining, and selecting indicators. 7. Collecting appropriate input and output data. 8. Generating output/input measures and outcome measures. 9. Establishing baseline measurements. 10. Analyzing or comparing performance to previous results or relevant norms (e.g. benchmark). 11. Reporting the results. 12. Integrating performance measurements into program and service planning and management. 13. Utilizing performance measurement to modify existing programs and services. 14. Reevaluating programs and services. 	



Benchmarking

The performance measures that will be developed and monitored by departments lay the groundwork for data that will be used to identify the programs and services that will be compared to external programs and services. The following table defines benchmarking and presents the primary types of benchmarks the County will use:

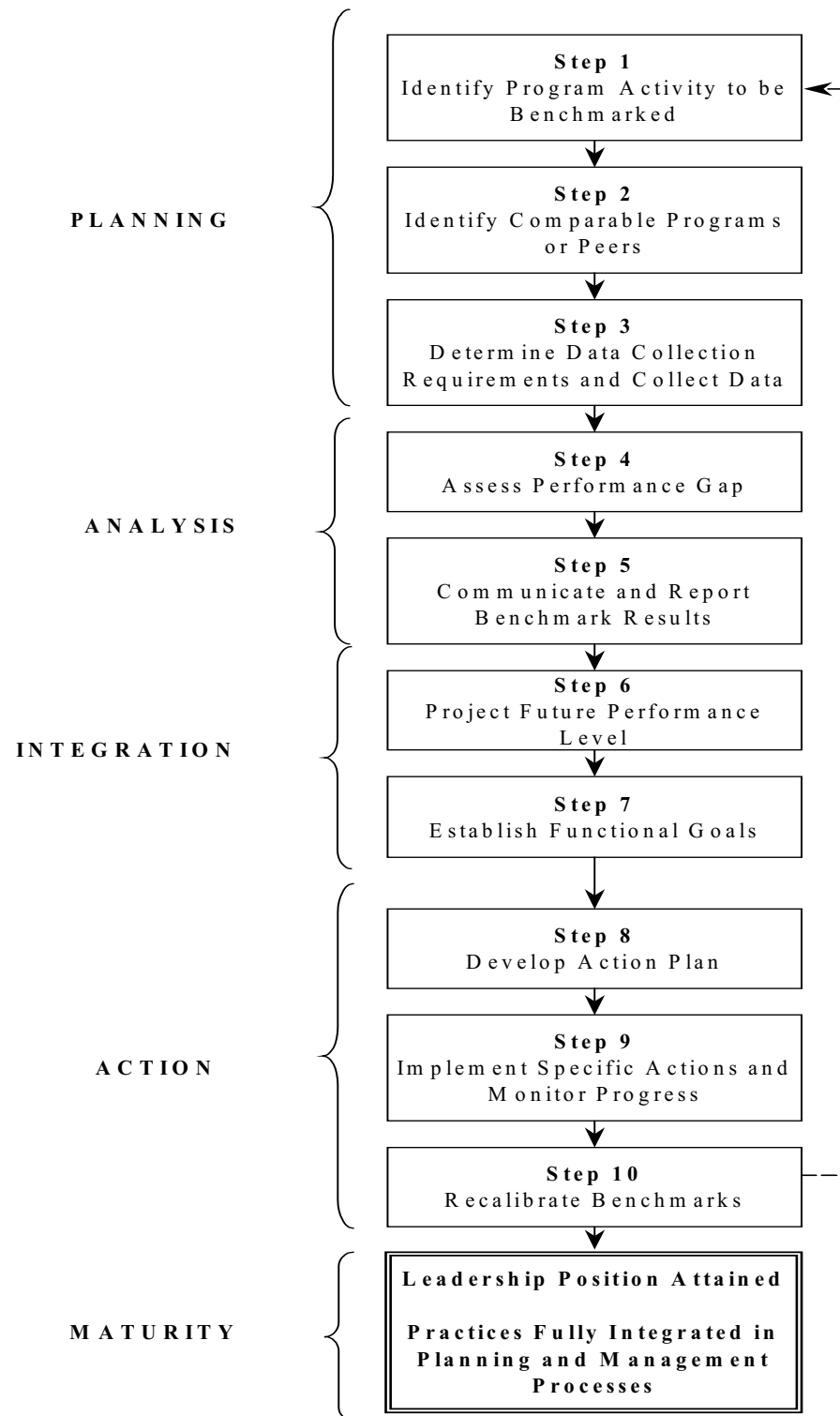
Benchmarking – An Overview

Benchmarking	
The process of critically evaluating a program's or service's activities, functions, operations, and processes to achieve a desired level of performance. Benchmarks are established in one of four ways: <ul style="list-style-type: none">• Comparisons to past performance;• Comparisons to similar organizations;• Comparisons to industry/government standards; and/or,• Setting a performance target (i.e. bar) to be achieved.	
Types of Benchmarks	
♦ Strategic Benchmarks ♦	
Definition	Purpose
Predefined performance levels of where a government and its departments intend to be in the future. Assessing how well a government meets its predefined performance level entails developing performance measures that indicate progress toward the targeted performance level.	To motivate a government to improve its program and service delivery by establishing a measurable performance goal.
♦ Performance Benchmarks ♦	
Definition	Purpose
Standards (i.e. industry/government standards) that a government and its departments attempt to achieve and compare their performance against.	To compare a government's program and service delivery against another in terms of outcome effectiveness, efficiency and quality.
♦ Process Benchmarks ♦	
Definition	Purpose
Measures that assess how well a program's core business functions (e.g., procurement, public safety, etc.) or work processes contribute to program effectiveness, efficiency and quality.	To provide a basis for improving or reengineering a program or service's work processes so that performance can be enhanced.

As the diagram on the following page shows, the benchmarking process integrates planning, analyses, goal setting, and execution management:



Benchmarking Process



In order to develop performance measures and benchmarks the following data sources need to be accumulated:

- *Existing Program Records* – workload counts, complaint records, time logs (response time)
- *Trained Observer Ratings* – best for assessing physical characteristic (e.g. facility conditions)
- *Client Surveys* – perceptions regarding service adequacy, deficiencies, extent of usage, etc.
- *Accounting Records* – revenue and expenditure data, unit cost data, etc.

The “Foundations in Performance Management” chapter is by and large, one of the most difficult in this manual to comprehend. Even after going through the diagrams and definitions, you may feel that some terms have been left undefined and some concepts a bit unclear. Additional concepts and definitions are provided in the next chapter so that the terms you need to understand in order to write narrative and gather data will be available right where you need them.

BUILDING THE IPMS PROGRAM COMPONENTS

The only place you find success before work is in the dictionary.

May V. Smith

The material you've read thus far has given you an overview of the IPMS – the purpose of performance management and measurement; conceptual framework and definitions; alleviating fears and concerns; anticipating and addressing potential problems; and, your participation in this program as critical. Well, if your question has been, “That’s all nice and informative but what do I actually have to *do*?” This chapter is the answer.

This chapter will continue to supply concepts and definitions but expects you to stop and work as you read to think about, write, and create your own vision, mission statement, goals and objectives and even get started on the nuts and bolts of compiling performance measurement data. (The next chapter will help you if or when you get stuck on the latter task.) The degree to which you, the reader, participate in these tasks is dependent on your place in the vertical and/or agency hierarchy and the assigned role given to you; however, the IPMS Task Force encourages widespread understanding and some degree of participation by most levels of staff in order to facilitate creativity, innovation, and understanding the interrelationships of data. Without further adieu, it's time to get started.

Writing the Vision and Mission Statement

You got to be careful if you don't know where you're going, because you might not get there.

Yogi Berra

Former great baseball player and coach, Mr. Berra, is famous for his “Yogi-isms.” Although most of his sayings are known for *not* making sense, we think the one above is exactly to the point; namely, if you can't see where you want to be – your vision – you can't get there. You've already been presented with the County Executive's vision for Nassau County. The goal now is to help you to write a vision that is consistent with the overall vision while clearly articulating your own agency's image of its future.

What is a Vision?

A successful vertical and/or agency/department begins with a strong vision. Visioning provides direction and an opportunity to expand or create innovation within your programs and services. As explained by Apple Computer, Inc. in its “Envision” program, “Planning based simply on problem solving keeps you firmly rooted in the past. In contrast, planning based on a vision lets you take today's needs into consideration while keeping an eye on the future.”⁹

⁹ Apple Computer, Inc. (2002).



The following list of essential ingredients of a properly articulated vision statement should help you; a vision statement is:

- ❖ Future-oriented – where you want your agency to be rather than where it is now.
- ❖ A motivating and challenging target – it sets a bar for achievement.
- ❖ A framework for your strategic plan.
- ❖ Realistic – attainable given the resources you have now or reasonably expect to have.
- ❖ Communicated – to employees and stakeholders alike.
- ❖ Integrated – with the overall vision of Nassau County.



Why Develop an Agency/Department Specific Vision?

As you will see when you move on to the task of developing a mission statement, the difference between a mission statement and vision is that your mission identifies the purpose(s) of the programs and services within your agency whereas the vision provides direction for your leaders and employees. As described in the “Envision” program developed by Apple Computer, Inc.¹⁰ for its educators:

A good vision tells you where you want to go and exactly what you would like to accomplish. A vision is not business as usual, but instead, a common desire to improve. A vision answers the question, “What [can] we become?”

You’ve already been presented with the Nassau County vision as indicated by the County Executive, Thomas Suozzi. Here are some other examples:

Williamsburg will become an even more safe, beautiful, livable city of historic and academic renown, served by a city government -- cohesively led, financially strong, always improving -- in full partnership with the people who live, work and visit here.

Williamsburg, Virginia

Yellowhead County is a progressive community in which to live, work, and play. Individuals, families, communities, businesses and government work together to build a safe, caring, and healthy community. We find strength in our regional diversity. We also believe that our leaders are accountable and responsible, and that businesses and residents act responsibly. We turn challenges and opportunities into sustainable growth, social well-being and prosperity.

Yellowhead County, Alberta, Canada

Through the achievement of all, to be recognized as providing the most efficient public services to our community through knowledge, ability and shared commitment of a professional municipal workforce.

**Employee Vision
Daytona Beach, Florida**

¹⁰ Ibid.



Now it is your turn to develop an agency/department specific vision statement. Turn to Appendix A: Developing Your Vision Statement worksheet. Return to this page when you have finished this task.

What is a Mission Statement?

As stated above, a vision statement looks forward while a mission statement is now oriented. A mission statement should be a brief but clear statement that identifies who you (vertical or agency/department) are, what you are, what you do, and for whom. Period.



The following list of essential ingredients of a properly articulated mission statement should help you; a mission statement is:

- ❖ Now-oriented – identifies purpose, programs and services, values and beneficiaries.
- ❖ Motivational – encourages employees and the County to work toward the vision as components of the mission are achieved.
- ❖ Focused – ensures that action plans; targets; and, programs and services are within the parameters of the mission statement.
- ❖ Unique – sets you apart from other verticals or agencies/departments.
- ❖ Realistic – keeps your mission practical and in sync with your customers' (i.e. stakeholder, taxpayer) needs.
- ❖ Communicated – connects you to employees and stakeholders alike.
- ❖ Integrated – links with the overall vision and mission statement of Nassau County.



Why Develop an Agency/Department Specific Mission Statement?

Even if you already have a mission statement, we encourage you to revisit it after you work through the following material. Ask yourself whether or not your current mission statement fits the overall County vision and mission statement; does it fit the direction in which you intend to go; and, is it linked to the vision as you wrote it in the exercise (Appendix A)?

Each vertical's mission statement unifies each agency's/department's purpose within one common operational framework designed to achieve maximum efficiency and goal accomplishment. Programmatically, the vertical's mission statement generates optimal crosscutting support within the vertical and between agency programs. For example:

The mission of Budget and Finance is to ensure that the County operates effectively and efficiently within its fiscal parameters. To accomplish its mission, Finance and Budget will:

- ***Utilize best finance and budget practices to allocate resources that support the County's overall mission and reflect taxpayer and customer expectations;***
- ***Effectively manage the County's tax and non-tax revenue and debt issuance according to guidelines established in the Multi-Year Financial Plan;***
- ***Maximize the return on its investments;***
- ***Establish uniform assessment standards and apply them fairly and consistently to reduce challenges and refunds; and,***
- ***Restore the County's credit worthiness through the implementation of sound fiscal management practices.***

Budget and Finance Vertical of Nassau County

Agency/Department Mission Statement

The agency/department mission statement provides a concise narrative of its purpose and its intended accomplishments within its financial constraints. Additionally, it fuses the individual missions of its component units (departments/divisions) to form a cohesive and logically linked representation of the agency's overall purpose and intended outcomes. An example of one agency's mission statement within a vertical is provided below:

The mission of the Office of Management and Budget is to provide a sound budgetary foundation that supports the overall mission of Nassau County; sustain fiscal accountability through monitoring, reporting and corrective procedures, act as a liaison between County agencies and stakeholders; measure success by performance and outcome based budgeting; educate and inform the stakeholder by presenting budgetary/financial information in a user-friendly format and provide a forum for dialog and assessment of taxpayer satisfaction.

Office of Management and Budget, Nassau County

Provided below are a few more examples of mission statements for various governments:

The mission of the Philadelphia Police Department is to work in a true partnership with our fellow citizens of Philadelphia to enhance the quality of life in our city. And, by raising the level of public safety through law enforcement, to reduce the fear and incidence of crime. In accomplishing these goals: service will be our commitment, honor and integrity our mandate.

Police Department, Philadelphia, Pennsylvania

The Mission of the Planning and Development Department is to strengthen and revitalize the City of Detroit's neighborhoods and communities and to stabilize and transform our physical, social and economic environment.

Planning & Development Department, Detroit, Michigan

Manage the County's issuance of debt and its outstanding debt in a manner that serves the public interest, complies with the policies and meets the goals of the County Commission; complies with all federal tax and securities laws; ensures that appropriate financial controls are exercised, and enhances the long-term fiscal health of the County.

Debt Management, Hillsborough County, Florida

The mission of the Prince William County Human Rights Commission is to eliminate discrimination through civil and human rights law enforcement and to establish equal opportunity for all persons within the County through advocacy and education.

Human Rights, Prince William County, Virginia

To maintain the City's streets and rights-of-way in such a manner as to ensure safety for vehicular and pedestrian traffic as well as presenting a clean, well-groomed, attractive roadside environment.

**Street Services, Department of Public Works
Sterling Heights, Michigan**



As you can see from the examples, each mission statement is unique in style and content even as the framework remains consistent. Now it is your turn to develop a vertical or agency/department specific mission statement. Turn to Appendix B: Developing Your Mission Statement worksheet. Return to this page when you have finished this task.



SWOT Analysis

Before you begin the tasks of formulating goals, objectives and performance measures, it is critical to perform a SWOT Analysis so that you can identify your strategic issues so that you can build your action plan. So what does the acronym “SWOT” stand for? It is:



Internal:	S	<i>Strengths</i>	What are your (vertical or agency/department) strengths?
	W	<i>Weaknesses</i>	What are your weaknesses?
External:	O	<i>Opportunities</i>	What are future opportunities for success?
	T	<i>Threats</i>	What threats do you face?



Although it may sound like circular reasoning, in order to really answer the questions above, you have to ask even more questions. The worksheet, “SWOT Analysis - Strengths, Weaknesses, Opportunities, and Threats,” (Appendix C) will help you. As before, return to this reading material after you have completed the worksheet.

Strategic Issues

Before you move on to the next section, there is a term that requires definition and discussion; namely, “strategic issues.” The following is the definition:

*Strategic issues are key issues that merit special high-priority attention or are of critical importance to the agency as a whole. They can also be described as critical success factors.*¹¹

The reason that an understanding of strategic issues becomes so important is that what you define as your most critical strategic issues will affect your selection of performance measures. The goal is not to measure everything and anything, but to begin with those measures that will most effectively help you to solve your most imposing problems, make improvements through analyses of data and highlight accomplishments as you move forward to strengthen your programs and services. Therefore, strategic issues are¹²:

- ❖ The primary issues of your programs and services; unresolved questions that require decision-making and clarification.
- ❖ Issues that have a major impact on the course and direction of the operations of your vertical or agency/department.
- ❖ Unique from vertical to vertical and agency to agency. Also, the issue may not fall neatly within a single program but impact several programs or the entire agency.
- ❖ They are also fluid, not static, because issues change as you strive to and do resolve some as other new issues arise.

¹¹ Governor’s Office of Strategic Planning and Budgeting. (2004 – 2008). State of Arizona: Five year strategic plan instructions.

¹² Ibid.

The State of Arizona Governor’s Office of Strategic Planning and Budgeting, in their experience, has already identified topics that routinely show up as sources of strategic issues for most governments¹³. They are:

- ❖ Strategic Focus – of the governmental entity as a whole.
- ❖ Strategic Competencies – identification of weaknesses that need to be developed to improve the government’s productivity issues as well as cultivating strengths.
- ❖ Organizational Culture Change – the County devoted an entire chapter to this in the Multi-Year Financial Plan (MYP).
- ❖ Resource Limitations – economic fluctuations and trends.
- ❖ Strategic Alliances – with other governmental organizations, state agencies, or stakeholder groups
- ❖ Customer Concerns – the taxpayers’ and business communities’ expectations of quality and efficient government services.
- ❖ External Forces – media coverage of public policy issues such as tax rate increases or the elimination of some programs and services.
- ❖ Sunset and Audits – issues identified by auditors, legislators, special studies, or other external sources to the government such as the Nassau County Interim Finance Authority (NIFA).



Turn to Appendix D: Identifying Strategic Issues. The worksheet will assist you in the next exercise so that you can develop *meaningful* goals and objectives tied to your strategic issues. Return to this page when you have finished this task.



Goals

One of the primary errors that most governments make is in their understanding and, thus, presentation of goals and objectives. While goals and objectives *are* closely related, they are not interchangeable. So what is the definition then of a goal that distinguishes it from an objective? The following offers some perspective:

Defining Goals	
<i>A statement of broad direction, purpose or intent based on the needs of the community.</i>	Government Finance Officers Association
<i>Broad statements of intent. They are general ends toward which the agency directs its efforts, based on issues that have been identified as priorities.</i>	Illinois Office of Strategic Planning
<i>Articulates the enduring mission or “end state” desired.</i>	Performance-Based Management Special Interest Group Department of Energy Contractor

¹³ Ibid.

As you can see, a goal is a *broad* operational statement of what an agency or program expects to achieve sometime in the *future*. Objectives, flow from your goals and will be much more specific and measurable. The goals your agency provides must be logically linked to both your vertical's and agency's/department's mission statement as well as reflect the County's overall mission statement and vision. The goals and objectives that you will write will also be linked to the strategic issues you identified in the earlier exercise so that you can develop an action plan by which to resolve your issues. Examples of some types of goals are provided below:

Goals for the Office of Management and Budget, Nassau County

- 1. Incorporate long-term financial planning with the short-term annual budget development process.**
- 2. Critically evaluate agency requests and submit a balanced budget plan that supports the MYP.**
- 3. Monitor spending pressures and implement gap-closing measures.**

Goals for the City Council of Durham, North Carolina

- 1. To improve the quality of life by reducing the incidence of crime and addressing the root causes of crime.**
- 2. To improve the quality of life by ensuring the availability and access to, adequate, safe, and affordable housing for every resident.**
- 3. To provide economic development activities that increase citizen access to high quality jobs while increasing the City's tax base.**
- 4. To improve the livability of the City by managing the City's growth, protecting and preserving the environment, and maximizing the use of public infrastructure.**
- 5. To improve the City's image by preserving, enhancing, and building upon the community's aesthetic beauty and natural assets.**
- 6. To improve race relations and to preserve, enhance, and build upon the rich and diverse cultural heritage of the community.**

Goals for the Housing Department of Detroit, Michigan

- 1. Continue development of an automated rent collection and record keeping system to increase rent collection.**
- 2. Enhance the security program in conjunction with the Police Department.**
- 3. Enhance delivery of social services to public housing residents.**
- 4. Deliver services to applicants and residents with dignity, fairness, respect and sensitivity.**
- 5. Continue development of a management system that will be functionally independent of the City of Detroit to allow better services to our tenants.**
- 6. Refine previously implemented site-based management plans and budgets.**

Objectives

As stated, goals and objectives differ in that goals are broad; an objective specifies the time-frame in which the goal is to be accomplished. The objective should be specific, well-defined and measurable. An official definition of an objective, therefore, is:

Objectives are clear, measurable, tactical statements of a goal that can be achieved by those people responsible for its execution.

James D. Murphy¹⁴

Examples of objectives are provided below. (**Note: The objectives for OMB, Nassau County are ordered to correspond with the goals previously identified to demonstrate the interrelationship between goals and objectives**):

Objectives for the Office of Management and Budget, Nassau County

- 1. Produce a budget document that incorporates major long-term financial and operational policies beginning in FY 2003.**
- 2. Assist agencies in developing proposed budgets that reflect the County's multiyear goals/objectives on an ongoing basis beginning with the FY 2003 Proposed Operating Budget.**
- 3. Develop budget and agency teams capable of assessing on-going needs and services with expertise to recommend corrective strategies for 2003.**

Objectives for the Fire Rescue Department of Hillsborough County, Florida

- 1. Provide emergency response in the County's urban areas within five (5) minutes, 80% of the time, and ten (10) minutes in rural areas, 90% of the time from our 36 fire stations and 5 ALS substations.**
- 2. Provide Advanced Life Support (ALS) transport unit response within eight (8) minutes, 80% of the time countywide.**
- 3. MAINTAIN AN ACTIVE/EXPERIENCED VOLUNTEER FIREFIGHTER FORCE 90% OF WHOM HAVE IN EXCESS OF ONE YEAR SERVICE.**
- 4. PROVIDE PROFESSIONAL CERTIFIED TRAINING TO 616 CAREER RESPONSE PERSONNEL (PARAMEDICS, FIREFIGHTERS, AND CROSS TRAINED) AND 200 VOLUNTEER FIREFIGHTERS AT AN AVERAGE OF 50 HOURS PER CAREER PERSON AND 45 HOURS PER VOLUNTEER FIREFIGHTER, PER YEAR.**
- 5. COLLECT 85% OF PATIENT REVENUE FROM THIRD-PARTY PAYERS, COLLECTING SUFFICIENT REVENUE TO OFFSET 60% OF THE RESCUE DIVISION'S DIRECT OPERATING COSTS IN THE ADOPTED BUDGET.**

The following are reasons why clear objectives are critical to your success¹⁵:

- ❖ To get from where you are now to where you want to be will require you to outline a plan that best addresses the strategic issues that you identified.

¹⁴ Murphy, J. D. (2000). Business is combat. New York: Regan Books.

¹⁵ Asia Pacific Education Office. (1997). Guide to strategic planning manual.

- ❖ The specific route you take to reach your destination depends on the tasks to be accomplished as you move toward your goal.
- ❖ A variety of routes will allow you to arrive at your destination – you want to select the best one but alternatives are helpful.
- ❖ Objectives help you reach your goal and assist you with determining whether or not you have remained on track toward your destination or become derailed along the way.

Action Plan

You have a few more steps to take before you begin to develop performance measures that will assess how well your vertical and/or agency/department has achieved its objectives. To develop performance measures you need an action plan to decide who is going to do what and by when and in what order for the vertical and/or agency/department to reach its goals and resolve its strategic issues.

Action plans do the following:¹⁶

1. Specify the actions needed to address each strategic issue and achieve its associated goals and objectives.
2. Identify who will complete each action according to a specific timeframe.
3. Develop a strategic management-planning tool that outlines how each goal will be reached.
4. Ensure that every DCE and Agency/Department Head (and, ideally each employee) has an action plan that contributes to the overall County vision and mission statement.

Once the action plan is developed it will form the basis for creating realistic objectives. You should know who would be responsible for achieving goals and objectives as you identify them. You should also have an idea as to what is a reasonable time frame for achieving each goal and objective. If a goal has more than one objective that must be accomplished in order to meet the goal, then the end goal may take more than a year to ultimately be accomplished because one objective may take only 6 months to achieve while another may need a year or more.

Before you begin your next worksheet assignment, keep in mind the following with respect to objectives:¹⁷

- ❖ Objectives are specific and measurable.
- ❖ While identifying objectives, keep asking “Are we sure we can do this?”
- ❖ Integrate the current year’s objectives as performance criteria in the strategic plan of every Deputy County Executive and Agency/Department Head.
- ❖ Report the objective(s) as well as performance measurement data in an annual report of accomplishments and in the proposed and adopted operating budget.
- ❖ Objectives and the selected time frame for achievement are guidelines, not rules set in stone. Timelines can be modified as needed, but the reason for such modifications should be understood and explained.

Consider the following format as you develop an action plan:¹⁸

Strategic Issue	Goal	Objective	Responsibility	Timeline
-----------------	------	-----------	----------------	----------

¹⁶ McNamara, C. Free Management Library located at <http://www.mapnp.org/library>

¹⁷ Ibid.

¹⁸ Ibid.

Critical area to be addressed to effectively accomplish your mission.	End state desired.	Specific and measurable means to accomplish your goal.	Who is responsible for the accomplishment of the objective?	Projected time frame for accomplishing the objective.
---	--------------------	--	---	---



Turn to Appendix E: Goals and Objectives. The worksheet will assist you to develop *meaningful* and *interrelated* goals and objectives that you will measure later. Return to this page when you have finished this task.

Although you have already done a great deal of work to get to this point, all of the previous steps are required if you want to develop performance measures that move you toward your vision and help you to achieve your mission. Every task you have performed will enable you to move on to the next step, developing performance measures that will be appropriate and meaningful.



Performance Measurement

The “why” of performance measurement has already been discussed; however, you have traveled a long way from there, so let’s recap a few reasons why performance measurement is important. Performance measurement:¹⁹

- ❖ Will be integrated with the County’s fiscal decision-making, budget process, and external accountability systems.
- ❖ Helps the County to effectively and efficiently manage its operations within a framework of quality services and programs.
- ❖ Is part of your strategic plan and will flow from your vision, mission statement, strategic issues, goals and objectives with an emphasis on stakeholder concerns.
- ❖ Can be used to forecast performance for future years.
- ❖ Provides a link between operational performance and funding.
- ❖ Serves to operationalize your strategic plan.
- ❖ Provides periodic assessment of your progress toward achieving goals and objectives as you review actual performance and related expenditures.
- ❖ Assists in the development of and refinement of policies and procedures.
- ❖ Communicates progress and achievements to your stakeholders, business community and citizens.

In order to achieve the above, a quality performance management system will satisfy the following criteria:

- ❖ *Results-Oriented* – focuses on the outcomes of the core service priorities identified by the County Executive and the related strategic issues you have identified.
- ❖ *Selective* – the purpose of the data is to be useful not exhaustive and should concentrate on only those performance indicators deemed most important at the time.
- ❖ *Useful* – the data must be valuable to the County Executive, Deputy County Executives, and Agency/Department Heads as well as to stakeholders and the community.
- ❖ *Accessible* – periodic information (monthly, quarterly and annually) should be disseminated in a variety of formats both internally and externally.

¹⁹ State of Texas. (2000). Guide to performance measurement management.

- ❖ *Reliable* – similar to a scientific inquiry, the data is only useful if it is accurate and consistent.

Before we discuss the various types of performance measures that can be developed, there are a few terms you will need to understand:

PERFORMANCE MANAGEMENT – CRITICAL TERMS

Performance Measurement

A *process for determining how well a program (or agency/department) is accomplishing its mission, goals, and objectives* through the delivery of products, services, or processes. In essence, performance management is a systematic process of evaluating outcomes of specific government programs and services that are delivered to customers with respect to effectiveness, efficiency, quality, and return on investment (ROI). Performance management:

- ◆ Improves program performance.
- ◆ Facilitates decision-making.
- ◆ Improves customer service.
- ◆ Provides public accountability.

Performance Measure

A specific *quantitative measure or qualitative assessment of results* obtained through a program or activity. It summarizes the relationship between inputs and outputs in achieving outcomes with respect to effectiveness, cost (efficiency), and quality.

Performance Standard

A generally agreed upon *minimum level of performance that a government and/or its subdivisions should achieve* per a given number of transactions. Performance standards are either set by a government or a professional association.

Inputs

Inputs are resources allocated for performing work processes so that stated goals, objectives, and outcomes can be achieved. Types of inputs are: employee salaries, equipment, materials and supplies. In a line item budget, program inputs are represented by budget appropriations.

To develop a sound performance management system, measures should be more than output or workload oriented; they should cover the full spectrum of results-oriented measurement. If not, performance measurement will only satisfy some but not all of the criteria previously listed as part of a quality, management-by-results program.

TYPES OF PERFORMANCE MEASURES

Output/Workload	Outcome	Effectiveness	Efficiency	Quality
Output assesses the quantity of work performed.	A quantifiable indicator of the public and customer benefits from an agency's actions.	The degree to which you have met your predefined goals and objectives within the specified time frame.	The amount of outcome produced per unit amount of resources used per objective achievement within a specific time frame.	Level of satisfaction of either internal or external customers relative to the goods and services delivered.
Workload indicates how many transactions were performed.				



The chapter, “Conceptual Framework of the IPMS” provides a detailed presentation of types of performance measures, key step, etc. The table above is only a summary of types of performance measures so it is suggested that you review the section, “Performance Management and Measurement Defined,” before you begin to gather your performance measurement data.

The following table takes a single strategic issue that might be identified by a Police Department and demonstrates how it might be measured relative to “type”:

Strategic Issue				
Why does our response time to 911 calls exceed the benchmark (7 minutes) of other similar governments?				
Goal				
To substantially decrease the response time to 911 (E) calls and increase community satisfaction and safety in the process.				
Objective(s)				
<ul style="list-style-type: none"> Decrease average response time for E calls by 1 minute by FY 2003. Maintain a ratio of sustained complaints at less than 1 per 10,000 calls for service. 				
Performance Measure by Type				
Output/Workload	Outcome	Effectiveness	Efficiency	Quality
Number of emergency calls responded to.	Increase survival rate.	The percentage of calls responded to within 7 minutes.	The operation cost per emergency response.	Increase in customer satisfaction with the police department's service delivery (response time).
Number of complaints received.	Increase apprehension rate.	Percentage increase of suspects apprehended.	Processing time per complaint.	
	Decrease community crime rate.	Decrease in number of complaints per 10,000 calls.		
Performance and Outcome Measure		Actual FY01	Estimated FY02	Estimated FY03
Workload/Output:				
# of emergency calls received per year		50,445	49,000	49,000
Average response time to E calls (in minutes)		8	7.5	7
# of complaints received per year		25	15	5
Outcome:				
Number of homicides		57	51	45
Apprehension rate (clearances)		17.7%	20.7%	24.0%
Effectiveness:				
% of calls responded to within 7 minutes		89%	93%	96%
% decrease in the number of complaints received		—	3%	3.3%
Efficiency:				
Operation cost per response		\$3,600	\$3,906	\$4,241
Processing time per complaint		3 minutes	2.5 minutes	2 minutes
Quality:				
Customer satisfaction with police service (very satisfied or satisfied)		89%	93%	97%



The table above is just a sample of one department's attempts to measure performance in a way that is linked to the strategic issue, goal and objective(s). *You would be surprised how many governments build a sound conceptual framework of strategic planning and management and related performance measurement, only to fail in the actual application, integration and presentation of the data.* In addition to considering the strategic issues, goals and objectives that you have identified, always remember that these are also linked to your individual area's (vertical or agency/department) vision and mission statement as well as that of the overall vision and mission statement of Nassau County. Moreover, your action plan has to be developed along with your selected performance measures. Keep these issues in mind as you turn to your next assignment.



The worksheets that you have completed were provided to give you the tools you need to build an IPMS program in the proper sequence and format. Appendix F: Determination of Selected Performance Measures and Associated Action Plan is one of the last worksheets you have to complete before you pull all of the data together in one cohesive presentation; this will be discussed in the last chapter, *IPMS Presentation*. Return to this page when you have finished the worksheet in Appendix F.

It's time for congratulations! You have digested a lot of difficult conceptual information and worked hard to produce narrative and data that is comprehensive and representative of your services and programs. The next chapter will provide you with many samples to which you may have already turned to complete your worksheets – it also contains information and a sample of the County's IPMS Program in action. The final chapter will guide you through the process of consolidating the information from your worksheets into a cohesive presentation and includes "key assessment questions" that the IPMS Team will consider as they evaluate your IPMS data. Before moving on, however, read over the following list of obstacles²⁰ that might impede the success of your program as you tighten up any shortfalls.

Potential Obstacles to an Effective IPMS Program

- ❖ A mission statement that is too general and could apply to almost any agency/department.
- ❖ Goals and objectives that focus on processes or activities rather than outcomes.
- ❖ Neglecting to solicit and use stakeholder feedback.
- ❖ Neglecting to use program evaluations as you establish goals.
- ❖ Identifying goal achievement strategies that are no more than descriptions of current activities rather than a plan of action.
- ❖ Weak linkages between strategic issues, goals, objectives and performance measures.
- ❖ Inadequate linkage to the budget.
- ❖ Inadequate discussion of external factors and influences.
- ❖ Major management issues not included as a strategic issue with related performance measures.
- ❖ Failure to coordinate crosscutting strategic issues.
- ❖ Minimal consideration of data capacity issues.

²⁰ Government Accounting Office of the United States.

INDICATORS AND BENCHMARKS

If you want to build trust around you, you must invest time in the process and share your knowledge.

Gerri King, Ph.D.

Human Dynamic Associates, Inc.

The chapter, “Conceptual Framework of the IPMS,” gave you a lot of information to digest and “Building the IPMS Program Components,” a lot of work to do. This chapter is included to, hopefully, make your life a little easier. Other governments have already gone through this difficult process and the IPMS Team has culled some worthy examples built from their experiences (and lessons learned).

We have tried to include performance measurement samples that have been used in agencies/departments that cover the spectrum of easy to difficult considering that some programs are more difficult to measure than others. The list is not exhaustive and does not cover every agency/department but enough has been provided to stir the imagination and assist with the measurement development brainstorming process. You are not expected to replicate the examples but to use them as a basis for generating measures that you deem appropriate for your individual mission, goals and objectives. You may, however, find that some examples do fit your needs and may only need some fine-tuning before you adopt them for use.

The examples are listed in subsections by agency/department in alphabetical order. And should assist you with formulating key performance indicators (KPIs) and benchmarks.

Sample Key Performance Indicators

NOTE TO READER: THIS SECTION WILL BE PROVIDED SEPARATELY AS AN ADDENDUM TO THE MANUAL.

Sample Benchmarks

NOTE TO READER: THIS SECTION WILL BE PROVIDED SEPARATELY AS AN ADDENDUM TO THE MANUAL.

IPMS PRESENTATION

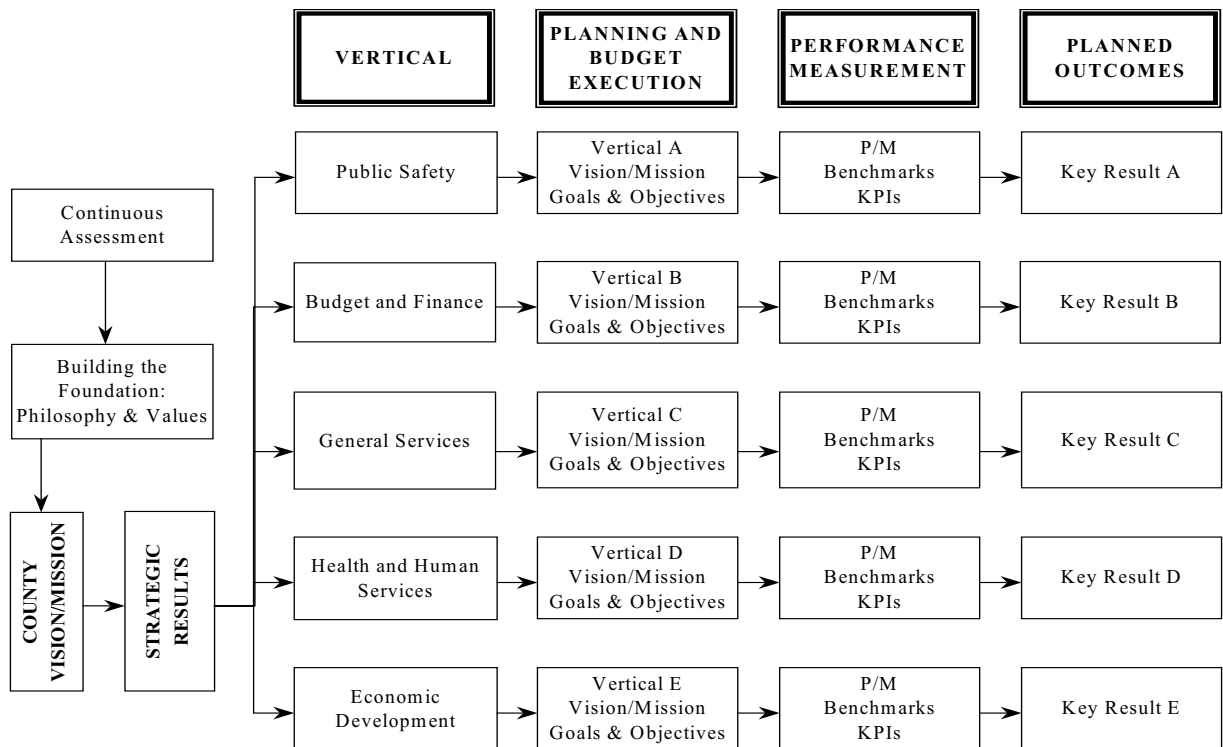
They see the pattern, understand the order and experience the vision.

Peter F. Drucker, Preeminent Scholar
Organizational Management

This chapter is provided to take all that you have learned and created and transform it into a cohesive presentation. You will pull specific information only from the worksheets and submit it at the appropriate time (see “IPMS Developmental Phases and Milestones” for your specific agency/department involvement timetable) in the format indicated in this chapter. Appendix G is a “for your information only” appendix that demonstrates the type of evaluation the IPMS Team will make of your submission. It is taken verbatim from the United States General Accounting Office.²¹

Before you move on to the presentation format guide and sample on the following page, consider the table below as a summarization and holistic presentation of what the County is striving for with its IPMS program and process:

NASSAU COUNTY IPMS PROGRAM AND PROCESS



²¹ United States General Accounting Office. (February 1998 Version 1). Agencies’ annual performance plans under the results act: An assessment guide to facilitate congressional decision-making.

As you can see, the process is not only integrated within each vertical to link strategic planning, management and the IPMS but it links each vertical with the overarching philosophy and values of the County Executive as he sets his strategic plan and continuously reassesses the plan to allow for changing needs and growth. It's time now for you to present your piece of the plan.

IPMS Presentation Format

The following presentation should look familiar to you, as you have seen this format introduced earlier within this manual. The worksheets you have already completed to produce your performance management information will be used to select specific narrative and data for presentation to the IPMS Task Force. Hard copy templates and diskettes will be supplied to assist you in completion of this task.

Sample of IPMS Presentation Format – Police Department

POLICE DEPARTMENT		
VISION		
We will perform our duties with an unwavering commitment to customer service, integrity, and professionalism and will be accountable to those we serve for our decisions and actions. We will accomplish our mission with empathy, compassion, and sensitivity at all times, with the highest regard for individual and constitutional rights. We will recognize that each member of this department is valuable, and we accept our obligation to each other and to the community to provide the maximum opportunity for each person to achieve his or her professional potential.		
MISSION		
Our mission is to provide a professional, community-oriented police service. We are committed to creating and maintaining an active community partnership and assisting citizens in identifying and solving problems to improve the quality of life in our neighborhoods. We are dedicated to protecting life, property and maintaining order while assuring fair and equal treatment to everyone.		
VALUES		
<ul style="list-style-type: none"> • Accept responsibility for our actions. • Exhibit respect toward the individual. • Maintain open lines of communication within the community and our department. • Ensure fairness to those we serve. • Demonstrate a commitment to excellence. • Address problems in the community. 		
STRATEGIC PLAN		
STRATEGIC ISSUE	GOAL	OBJECTIVE(S)
Why does our response time to 911 calls exceed the benchmark (7 minutes) of other similar governments?	To substantially decrease the response time to 911 (E) calls and increase community satisfaction and safety in the process.	<ol style="list-style-type: none"> 1. Decrease average response time for E calls by 1 minute by FY 2003. 2. Maintain a ratio of sustained complaints at less than 1 per 10,000 calls for service.

KPI				
Performance and Outcome Measure		Actual FY01	Estimated FY02	Estimated FY03
Workload/Output:				
# of emergency calls received per year		50,445	49,000	49,000
Average response time to E calls (in minutes)		8	7.5	
# of complaints received per year		25	15	5
Outcome:				
Number of homicides		57	51	45
Apprehension rate (clearances)		17.7%	20.7%	24.0%
Effectiveness:				
% of calls responded to within 7 minutes		89%	93%	96%
% decrease in the number of complaints received		—	3%	3.3%
Efficiency:				
Operation cost per response		\$3,600	\$3,906	\$4,241
Processing time per complaint		3 minutes	2.5 minutes	2 minutes
Quality:				
Customer satisfaction with police service (very satisfied or satisfied)		89%	93%	97%
STRATEGIC ISSUE		GOAL	OBJECTIVE(S)	
1. How can the Police Department maximize citizen satisfaction through community partnerships?		Increase citizen satisfaction with the Police Department by enhancing citizen involvement.	1. Conduct bi-annual citizen and crime victim survey to determine citizen concerns and citizen satisfaction. 2. Conduct "state of neighborhood" meetings in each district every quarter.	

KPI				
Performance and Outcome Measure		Actual FY01	Estimated FY02	Estimated FY03
Workload/Output (per year):				
# of citizen and crime victim surveys administered		— 288	1,500 231	1,500 200
# of citizen complaints received (against dept.)		—	38	76
# of “state of the neighborhood” meetings				
Outcome:				
% increase in citizen attendance and participation		—	—	25%
% decrease in citizen complaints		—	20%	13.4%
Effectiveness:				
% of surveys completed		—	100%	100%
% of meetings held compared to budget/estimate		—	100%	100%
Efficiency:				
Operation cost per survey administered		—	—	TBD
Cost of processing time per complaint		\$2.00	\$1.50	\$1.50
Quality:				
Customer satisfaction with police service (very satisfied or satisfied)		89%	93%	97%

TBD: To be determined

“COUNTY STAT”

THE RELENTLESS PURSUIT OF PERFORMANCE MEASUREMENT

"Far better is it to dare mighty things, to win glorious triumphs even though checkered by failure than to take rank with those poor spirits who neither enjoy much nor suffer much because they live in the grey twilight that knows neither victory nor defeat"

Theodore Roosevelt-

The IPMS Program tasks and worksheets were developed so that each agency/department could develop a strategic plan and performance measurement data consistent with the overarching strategic management goals of Nassau County. The information that is produced will be both used and reported in a number of formats such as the following:

- ❖ *Annual Operating Budget* – the Office of Management and Budget (OMB) will submit a copy of its annual operating budget to the Government Finance Officer’s Association’s Distinguished Budget Presentation Awards Program. Criteria of the program require that the submission include short- and long-term financial and programmatic policies and goals that are linked to performance measurement data. Additionally, OMB will use this data to evaluate operational needs relative to budgetary decisions.
- ❖ *Annual Performance Measurement Report* – Nassau County will produce an annual report presenting both narrative and data relative to agency/departmental strategic planning and performance measurement data as an effort to "balance greater municipal authority with better accountability".²²
- ❖ *County Stat* – an accountability tool based on the ComStat program pioneered in the New York City Police Department and adopted by various municipalities for use with agencies and departments government-wide.

The first two reporting and analyses formats highlighted above will be developed more thoroughly over time as the IPMS Program is implemented and fine-tuned. The third format, County Stat, is already underway and will initiate a select number of the County’s departments into the IPMS Program process as pilot participants. Therefore, this chapter is devoted to detailing the underlying philosophy of County Stat and its implementation strategy and process.

Background

County Stat is derived from a program developed by Jack Maple and Mayor Rudy Giuliani for the New York City Police Department to track criminal activity within certain boundaries, typically precincts, for which specific individuals within the Department are held accountable. That program has since been implemented in many police departments around the world, including the Nassau County Police Department, which implemented Nass-Stat in February 2002. Because of its applicability to any activity and assignment of accountability, the City of

²² Office of the Chief Administrative Officer. (2001). Municipal Performance Measurement Program Report. City of North Bay: Canada.

Baltimore adopted this system in June 2000 and expanded it by incorporating departments other than the police. Departments, such as Parks, Water Department, Sanitation, etc., submit information to “CitiStat”, on a scheduled basis. As a result, Baltimore identified more than \$13 million in cost savings / revenue enhancements in its first full year of implementation. Since then, other cities and counties around the country have begun to implement similar programs.

Similarly, Nassau County is patterning County Stat after the programs referenced above so that performance measurement indicators and the results measured can be reviewed weekly rather than yearly, quarterly or monthly.

Staffing / Organization

Collecting, analyzing, and reporting financial and programmatic performance measurement data will be a function of County Stat, which will become a division of the Office of Management and Budget (OMB). Primarily, quantitative and qualitative analyses skills are required within this office; therefore, governmental financial analysts will make up the staff of the County Stat division. County Stat, which will function under the Office of the County Executive and report to the Deputy County Executive of Finance, will act as the link between OMB and the Office of Operations. It is organized in the same way the County has set up its organization – by vertical. Each vertical will have an analyst to support it.

Supporting County Stat through the IPMS Program development and implementation are various subcommittees, each assigned a different task. Here is a list of those subcommittees and a description of their current and/or future primary responsibilities:

- ❖ *Subcommittee A: Performance Indicators* – to assist County Stat staff as they liaison with departments on a regular basis to develop indicators and ensure that the indicators being tracked are relevant. Additionally, this subcommittee will work with Department Heads and the County Executive’s staff to make informed decisions about program issues.
- ❖ *Subcommittee B: Technology* – to research and procure the necessary technology to track and report data. This includes a formal performance measurement system and data entry/tracking system.
- ❖ *Subcommittee C: Research, Development and Education* – to create the IPMS training manual and conduct Q & A and/or training sessions with the departments.
- ❖ *Subcommittee D: Space and Staff Development* – to develop the staffing and space requirements for County Stat.

Process

Serving as the repository for most activity-based information, the raw data collected by the department will be analyzed and then returned to the departments in narrative-and-graph form for their review and comment. Information will be collected in different intervals, such as productivity of specific functions, which can be measured weekly. Staffing issues, like sick and vacation leave can be measured bi-weekly. Overtime can be reported monthly. Progress on projects can be measured less frequently, depending upon its scope, size and importance. There are many other types of indicators that could be tracked in many different intervals, but the object will be to analyze the data within the context of a 28-day (four business weeks) rolling period.

Department Heads²³ will be responsible for submitting their information to County Stat as scheduled. Once analyzed by the County Stat staff, the result of that analysis, usually in narrative-and-graph form, will be returned to the Department Head for their review and comment within a specific time period. Department Head's will be able to respond to the analysis in writing, or wait to address the issues in the Executive County Stat²⁴ presentation.

At the end of each month a summary report with highlights on each vertical or department will be sent to the County Executive and copied to the respective Deputy County Executive. The County Executive may request additional information in response to the overall analysis prepared for him or her. The Departments Heads will be responsible for completing the responses to those inquiries immediately.

Forum

Executive County Stat meetings will be held on a scheduled basis, typically monthly, in the County Stat auditorium, currently located in the Old Courthouse, Room 110. At that meeting, the Department Head will be responsible for presenting the responses and resolutions to the issues or trends outlined in the analysis from a podium in front of a panel of the County Executive's staff. It is suggested that the Department Head bring his support staff in the event that any question raised at this meeting may be addressed immediately.

The regular panel (or their designee) will be comprised of:

1. The County Executive
2. Deputy County Executive for Operations
3. Deputy County Executive for Finance
4. Director of County Stat
5. Director of County Operations
6. Budget Director
7. Human Resources
8. County Attorney
9. Deputy County Executive of Presenting Department
10. Director of Constituent Affairs
11. Labor Relations
12. Visiting Seat

In addition, there will be an audience that may include another department that has been invited to address issues that span the work functions of each.

Expectations / Outcome

The general purpose of County State will be to:

1. Measure and monitor the on-going performance of each County agency
2. Provide objective data to the County Executive, Deputy County Executive, the Commissioner, Department Head and manager to enable them to make decisions about allocation of resources and strategy
3. Identify services the County provides as being necessary or unnecessary while factoring in the perception of our constituents

²³ The analysis will be addressed and sent to the Commissioner or Director of each department unless requested otherwise.

²⁴ See section within chapter titled "Forum" for explanation

4. Identify trends leading up to problems before they happen so that rapid deployment of resources will resolve the issue before its too late
5. Identifies value of staff and services

What will County Stat provide to the County?

1. Presents accurate and timely intelligence
2. Effective tactic and strategies
3. Relentless follow-up
4. Direct accountability to problem resolution
5. Shared information and resources
6. Implement effective performance measurement and management strategies, such as Six Sigma and Balanced Scorecard, throughout the County.

In summary, County Stat will ensure that County management is presented with the information necessary to make the departments, and ultimately the County, provide effective and efficient services to its constituents.

Summary

Nassau County has a unique vision and strategic plan and the IPMS Task Force has tailored this manual to support it within the framework of decades of work in performance measurement in the private sector that has only recently begun to be applied to governments striving to achieve more for its employees, citizens, visitors and businesses. The Task Force hopes that this manual and the accompanying worksheets have assisted you in formulating your narrative and data. As stated earlier, group tutorials and one-on-one training are being scheduled to further assist you and to respond to questions. Good Luck!

APPENDIX A DEVELOPING YOUR VISION STATEMENT

Date Filed: _____

Vertical/Agency/Department Name: _____

Vertical/Agency/Department Head: _____

Imagine that it is 5 years from now, answer the following questions for your specific vertical or agency/department:

What are the core values of your vertical or agency/department?

What improvements have been made?

What problems have been solved?

How are employees behaving differently?

What are people (leadership/stakeholders) saying about your vertical or agency/department now?

Draft a brief one paragraph vision statement from the answers you have provided above:

APPENDIX B DEVELOPING YOUR MISSION STATEMENT

Date Filed: _____

Vertical/Agency/Department Name: _____

Vertical/Agency/Department Head: _____

Answer the following questions for your specific vertical or agency/department:

Why does your vertical or agency/department exist?

What would happen if your vertical or agency/department did not exist?

What are its most important functions – programs and services?

What are the unique strengths of your vertical or agency/department?

Who are the people (internal and external stakeholders) for whom you provide programs and services?

Draft a brief one paragraph mission statement from the answers you have provided above:

APPENDIX C

SWOT ANALYSIS

STRENGTHS, WEAKNESSES, OPPORTUNITIES AND THREATS

Date Filed: _____

Vertical/Agency/Department Name: _____

Vertical/Agency/Department Head: _____

The following table identifies the questions you need to answer and offers related guidance for you to consider as you formulate your responses. Space is provided following the table for you to list the answers to your SWOT Analysis.

STRENGTHS	WEAKNESSES	OPPORTUNITIES	THREATS
Questions to Answer			
<ul style="list-style-type: none"> What are your advantages? What do you do well? 	<ul style="list-style-type: none"> What could be improved? What is being done poorly? What should you avoid? 	<ul style="list-style-type: none"> Where are your best opportunities coming from? What are the interesting trends? 	<ul style="list-style-type: none"> What obstacles do you face? What are your competitors (i.e. other governments, private industry) doing? Are the demands of stakeholders and taxpayers changing? Is new technology threatening rather than aiding the services and programs you provide?
Guidance			
Consider this from your own point of view, the view of those you deal with, and of those you serve. If having difficulty identifying strengths, think of your key characteristics as well as unique features within your vertical or agency/department. Don't be too modest – but also be realistic.	Consider this from the internal and external point of view as well. Do others see weaknesses you haven't noticed? How are your competitors doing? Be realistic and face the truth now rather than later.	Consider opportunities that could come from changes in: technology; governmental policy; new and revised procedures; demographics; and, current events.	In this case, don't go overboard on being too hard on yourself – but also be realistic so that you can address threats before they happen. If unsure of where you stand, use benchmarking to identify where you are lagging.

Use the space on the next page to respond to the questions above for the four elements.

APPENDIX C
SWOT ANALYSIS
STRENGTHS, WEAKNESSES, OPPORTUNITES AND THREATS
(CONTINUED)

STRENGTHS:

WEAKNESSES:

OPPORTUNITIES:

THREATS:

Table adapted from Bryson, J. M. & Alston, F. K. (1996). Creating and implementing your strategic plan: A workbook for public and nonprofit organizations. San Francisco: Jossey-Bass.

APPENDIX E GOALS AND OBJECTIVES

Date Filed: _____

Vertical/Agency/Department Name: _____

Vertical/Agency/Department Head: _____

Use the following table to write your goals and objectives. Keep in mind that the two are interrelated yet distinct as discussed in the manual. Provide at least one (1) objective per goal but no more than three (3) objectives per goal. Also, list no more than three (3) goals overall. (Be sure that every goal is linked to a strategic issue as identified in Appendix D.)

GOAL	OBJECTIVE(S)
1.	1. 2. 3.
2.	1. 2. 3.
3.	1. 2. 3.

Complete the Goals Litmus Test and the Objectives Litmus Test on the following pages to be sure that the goals and objectives you select conform with the guidelines.

APPENDIX E (CONTINUED)

GOALS LITMUS TEST

For each goal listed, indicate if the goal(s) meet the criteria of the Goals Litmus Test. Complete one column for each goal.

GOAL LITMUS TEST CHECKSHEET					
Test Question	Goal Number				
	#1	#2	#3	#4	#5
Does the goal support the overall County mission and your vertical or agency/department mission?					
Does the goal assist with the resolution of a strategic issue?					
Does the goal represent a desired outcome that can further be measured by a specific objective?					
Is the goal challenging yet realistic and achievable?					
Is the goal important to the Deputy County Executive of the vertical and/or the Department Head?					
Is the goal important to stakeholders and taxpayers?					
Is the goal understandable to both practitioner and non-practitioner alike?					

APPENDIX E (CONTINUED)

OBJECTIVES LITMUS TEST

For each goal, indicate if the objective(s) for that goal meet the criteria of the Objectives Litmus Test. Complete one column for each objective listed under a particular goal.

OBJECTIVES LITMUS TEST CHECKSHEET			
Test Question	Objective Number		
Goal #1	#1	#2	#3
Does the objective reflect a desired outcome that is specific and measurable?			
Can progress towards completion of an objective be measured?			
Is there a specific time period projected for completion of the objective?			
Is the objective challenging but realistic considering the available resources and projected time period?			
Does the objective specify a result rather than an activity?			
Will completion of the objective lead to goal attainment?			
Is the objective understandable to both practitioner and non-practitioner alike?			
Goal #2	#1	#2	#3
Does the objective reflect a desired outcome that is specific and measurable?			
Can progress towards completion of an objective be measured?			
Is there a specific time period projected for completion of the objective?			
Is the objective challenging but realistic considering the available resources and projected time period?			
Does the objective specify a result rather than an activity?			
Will completion of the objective lead to goal attainment?			
Is the objective understandable to both practitioner and non-practitioner alike?			
Goal #3	#1	#2	#3
Does the objective reflect a desired outcome that is specific and measurable?			
Can progress towards completion of an objective be measured?			
Is there a specific time period projected for completion of the objective?			
Is the objective challenging but realistic considering the available resources and projected time period?			
Does the objective specify a result rather than an activity?			
Will completion of the objective lead to goal attainment?			
Is the objective understandable to both practitioner and non-practitioner alike?			

APPENDIX F

DETERMINATION OF SELECTED PERFORMANCE MEASURES

Date Filed: _____

Vertical/Agency/Department Name: _____

Vertical/Agency/Department Head: _____

Use the following table to determine key performance measures. Keeping in mind your vision, mission statement, strategic issues and goals, list an objective from the previous worksheet and develop associate performance measures using the format as outlined. Use a separate sheet for each objective even though you may have more than one performance measure per objective. Also, you may not have every type of measure for each KPM.

STRATEGIC OBJECTIVE				
List an objective from the previous worksheet:				
NAME OF KEY PERFORMANCE MEASURE (KPM)				
Name or describe the key performance measure (i.e. average response time, enhanced customer service, etc.) you will use to measure achievement toward the objective:				
TYPE OF PERFORMANCE MEASURE				
Using the columns below, define how the measure will be quantified or qualified by <i>type</i> . Remember, you may or may not use every type per KPM. Refer to the sample(s) provided in the manual if you need assistance.				
Output/Workload	Outcome	Effectiveness	Efficiency	Quality
PERFORMANCE MEASURE PROGRESS ASSESSMENT				
Use the columns below to indicate the baseline and estimated data for each KPM. (You may not always have baseline information in existence; if not indicate a “-“.)				
Performance and Outcome Measure	Actual FY01	Budgeted FY02	Estimated FY03	
KPM #1:				
KPM #2:				
KPM #3:				
KPM #4:				

APPENDIX F (CONTINUED)

ASSOCIATED ACTION PLAN

Fill out one sheet per KPM.

KPM RESPONSIBILITY				
Person responsible for tracking KPM:				
FREQUENCY OF CALCULATION				
Even though the data may be reported annually externally, indicate with a checkmark in the box below how frequently the data will be tracked and/or compiled:				
___ Daily	___ Monthly	___ Quarterly	___ Biannually	___ Annually
DATA REQUIREMENTS				
Is the data required to compute the KPM already in existence? ___ Yes ___ No				
If no, will new data compilation require external assistance? ___ Yes ___ No				
What will be the source of the data used (i.e. citizen survey, statistical report, etc)?				
Define how the measure is calculated (Example: response time/inputs):				
TIMELINE				
What is the projected timeframe for accomplishment of the objective (<i>not</i> how often will it be compiled, calculated or reported but by what time do you want to meet the target)?				
Timeline:				
COMMENTS				
Provide any information you think will be beneficial to reviewing persons with respect to this KPM:				

APPENDIX G

KEY ASSESSMENT QUESTIONS

Appendix G is a “for your information only” appendix that demonstrates the type of evaluation the IPMS Team will make of your submission. The information was taken verbatim from the United States General Accounting Office.¹ Therefore, the pagination in this appendix reflects the source document and is inconsistent with the pagination of this IPMS Manual.

¹ United States General Accounting Office. (February 1998 Version 1). Agencies’ annual performance plans under the results act: An assessment guide to facilitate congressional decision-making.

Key Assessment Questions

Issue 1: Defining Expected Performance	To what extent do the annual performance goals and measures provide a succinct and concrete statement of expected performance for subsequent comparison with actual performance?
--	--

Issue 1: Defining Expected Performance

Assessment area	Question
Performance goals	1. To what extent has the agency established performance goals that clearly and specifically define the results the agency expects to achieve for the program activities in the agency’s budget?
	2. Is there an apparent basis for setting a particular performance goal? For example, does the plan indicate whether targeted levels of performance were based on agency baseline and/or historical trend data of actual performance or on benchmarking against other organizations that perform similar activities? If appropriate, how do the targeted levels compare to those of leading organizations?
	3. Do the performance goals reflect the primary function of the related program activity(ies) in the budget?
	4. To what extent are the performance goals expressed in an objective, quantifiable, and measurable form?
	5. If an alternative form for measuring performance was used, does the plan include an explanation for why the alternative form was needed?
	6. To what extent does the performance plan identify and set goals to correct management problems, such as those identified in GAO or inspector general reports, that are mission-critical or could potentially impede achievement of program goals?

Section II
Key Assessment Questions

Comments

(continued)

Section II
Key Assessment Questions

Issue 1: Defining Expected Performance (continued)

Assessment area	Question
Performance measures	7. Is each performance measure linked or related to a performance goal?
	8. To what extent has the agency produced performance measures for each performance goal that
	-- demonstrate results? -- are limited to the vital few? -- respond to multiple priorities? -- link to responsible programs?
	9. Does the agency include cost measures for performance goals when appropriate, such as cost per unit of result or cost per unit of service?
	10. What experience does the agency have in using these measures? Could the performance measures create, collectively or individually, undesirable effects? Specifically, are any disincentives or unintended consequences likely to occur as a result of the agency's measures?

Section II
Key Assessment Questions

Comments

(continued)

Issue 2: Connecting Mission, Goals, and Activities

How are the agency's annual performance goals linked to the agency's mission, strategic goals, and program activities in its budget request?

Issue 2: Connecting Mission, Goals, and Activities

Assessment area	Question
Linkage of annual performance goals to strategic goals and mission	1. Does the agency's annual performance plan contain at least a summary of the mission statement and strategic goals as identified in the agency's strategic plan?
	2. Does the annual performance plan include an identification of any interim revisions to the agency's strategic goals and give a rationale for the changes?
	3. Are there strategic goals that are not associated with any annual performance goals? If so, does the plan explain why such a relationship does not exist?
	4. Are there annual performance goals that do not show a clear relationship to any of the agency's strategic goals? If so, does the plan explain why there is no such relationship?
	5. To what extent do annual performance goals set forth progress to be made toward achievement of strategic goals?

Section II
Key Assessment Questions

Comments

(continued)

Section II
Key Assessment Questions

Issue 2: Connecting Mission, Goals, and Activities (continued)

Assessment area	Question
Linkage of annual performance goals to budget program activities	6. To what extent is there a clear relationship between the agency's performance goals and measures and the program activity structure of its budget presentation?
	7. To what extent do the program activities that are used in the performance plan provide information on performance goals and funding for programs of interest to congressional decisionmakers? Could the agency have better highlighted such goals through either consolidation, aggregation, disaggregation, or adhering to the existing budget program activity structure?
	8. If the agency has consolidated, aggregated, or disaggregated its program activities, does the plan provide a crosswalk that shows how the program activities in the agency's budget request relate to the program activities in the annual performance plan?
	9. Are there performance goals that are not associated with any program activities? If so, does the agency explain why and indicate how achievement of those goals will be funded?
	10. Does the plan propose a change in the budget account or activity structure to better align its resources and intended results? If so, will this change enhance performance planning and reporting while facilitating congressional review?

Section II

Key Assessment Questions

[illegible]

(continued)

Issue 3: Recognizing Crosscutting Efforts

How are agencies coordinating efforts with related strategic or performance goals?

Issue 3: Recognizing Crosscutting Efforts

Assessment area	Question
------------------------	-----------------

Identification of crosscutting goals and measures	<p>1. To what extent does the agency identify goals that relate to crosscutting programs--activities that involve other agencies or other organizations within the agency?</p> <p>2. If the agency has identified crosscutting goals, to what extent does the plan identify performance measures that are or may be complementary and, where appropriate, common across the various government units?</p> <p>3. Is there any evidence (such as hearings, GAO or Congressional Research Service reports) that suggests the agency's plan fails to identify some performance goals and measures that require the participation of more than one government unit?</p>
--	--

Evidence of coordination among crosscutting programs	<p>4. Does the plan describe the strategies the agency will use to coordinate crosscutting efforts?</p> <p>5. To what extent does the plan discuss how the agency's crosscutting performance goals make a distinguishable contribution?</p> <p>6. If the agency proposes a new program, does the plan clearly justify why the performance goals of that new program cannot be achieved through existing programs?</p>
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Section II
Key Assessment Questions

Comments

(continued)

Issue 4: Connecting Strategies to Results

How clear and reasonable are the agency's strategies with respect to its intended performance goals?

Issue 4: Connecting Strategies to Results

Assessment area	Question
Alignment of strategies with performance goals	1. To what extent do the proposed strategies logically relate to the accomplishment of the performance goals?
	2. If there are intergovernmental activities, to what extent does the plan evidence coordination between the agency and other governmental units to further the achievement of agency performance goals?
	3. Does the plan indicate whether fiscal tools will be used to achieve performance goals, such as direct payments and cash transfers to individuals; grants, loans, or loan guarantees provided to third parties; or tax expenditures?
	4. To what extent does the performance plan relate the annual performance goals to responsible organizational components, such as bureaus, agencies, and offices?
	5. Does the plan indicate to what extent the agency has more detailed performance goals that guide the day-to-day activities of agency staff?

Section II
Key Assessment Questions

Comments

(continued)

Section II
Key Assessment Questions

Issue 4: Connecting Strategies to Results (continued)

Assessment area	Question
Consideration of other approaches	6. To what extent has the agency discussed other approaches for achieving greater efficiency and effectiveness in agency operations, such as partnering with other organizations, business process reengineering, contracting out, privatization, or franchising? Are there any areas where these approaches should be considered?
	7. Are there proposals to waive administrative requirements to reduce the cost of delivering services and improve program performance? If so, does the plan describe the anticipated effects on performance?
	8. Does the agency discuss the cost and anticipated benefits of any proposed regulations to achieve certain goals?
External conditions	9. To what extent are any significant external factors identified that could positively or negatively affect the accomplishment of the performance goal? Does the plan indicate how it will leverage the positive factors and/or mitigate the negative factors?
	10. Does the plan identify statutory barriers to improved program performance that Congress may wish to consider modifying or abolishing? Is there a discussion of proposed legislation when goal achievement depends on its enactment?

Section II

Key Assessment Questions

[illegible]

(continued)

Issue 5: Connecting Resources to Strategies

What capital, human, financial, and other resources are being applied to achieve the agency's performance goals?

Issue 5: Connecting Resources to Strategies

Assessment area	Question
Financial resources	<p>1. Does the plan indicate to what extent the program activities associated with performance goals reflect the full cost of goal achievement? If not, does the agency indicate--briefly in its performance plan and by reference to a separate financial management plan--its progress in developing a cost accounting system that can provide reliable performance data, such as cost per unit of result or output or the full costs of particular programs?</p> <p>2. Does the agency specify the amount of budgetary resources associated with the achievement of performance goals?</p> <p>3. Does the plan indicate--briefly or by reference to a separate budget justification document--the basis for the linkage between the requested budgetary resources and the goals the agency expects to achieve? Is there any indication, such as the agency's inexperience in making resource estimates for certain activities, lack of actual data, or GAO or inspector general reports, that could affect the basis for the requested resources?</p> <p>4. Does the plan identify performance goals that are funded by resources made available in previous years?</p> <p>5. Does the plan identify when annual performance goals will be achieved in a future year but are to be funded with resources requested for this fiscal year?</p>

Section II
Key Assessment Questions

Comments

(continued)

Section II
Key Assessment Questions

Issue 5: Connecting Resources to Strategies (continued)

Assessment area	Question
Information technology, capital, and other resources	6. To what extent does the annual performance plan indicate how information technology and other capital investments will be used to improve performance or help achieve performance goals? Are these improvements or benefits explained in terms of: -- reducing costs? -- increasing productivity? -- decreasing cycle or processing time? -- improving service quality? -- increasing customer satisfaction?
	7. To what extent does the plan show that agency funding requests for investments in information technology and other capital investments support the agency's mission and strategic goals? Does the performance plan make specific references to other plans, such as those for capital assets and information management?
	8. Does the agency describe--briefly in its performance plan and by reference to a separate information management plan--its strategy for ensuring that its major business processes and supporting systems will function properly past the year 1999?

Section II
Key Assessment Questions

Comments

(continued)

Section II
Key Assessment Questions

Issue 5: Connecting Resources to Strategies (continued)

Assessment area	Question
Human resources	9. Is there evidence that issues concerning workforce knowledge, skills, and abilities were considered during the development of the annual performance plan? To the extent that significant gaps were identified, what mitigating developmental activities and strategies are proposed (such as hiring, training, cross-agency transfers)?
	10. To what extent is the agency seeking to identify ways to better align its human resource management efforts with program performance goals? For example: (1) Is there evidence that annual goals were clearly communicated throughout the agency? (2) Are there plans to integrate performance goals with employee job descriptions and training and career development programs? (3) Are there plans to adjust performance management systems to reflect annual performance goals?

Section II
Key Assessment Questions

Comments

(continued)

Issue 6: Verifying and Validating Performance

How will the agency ensure that its performance information is sufficiently complete, accurate, and consistent?

Issue 6: Verifying and Validating Performance

Assessment area	Question
Ability to verify and validate data	1. To what extent does the agency describe credible means for verifying and validating performance information? For example, does the plan discuss audits, independent external reviews, program evaluations, internal controls, or other means for ensuring high quality performance data?
	2. Does the agency's most recent financial audit find that the agency has financial systems and internal controls for collecting data that are sufficiently complete, accurate, and consistent? If not, what actions are being taken?
	3. Does the agency indicate--briefly in its performance plan and by reference to a separate information security plan--that its information systems are secure from tampering and errors that could hamper the reliability of performance data?

Section II
Key Assessment Questions

Comments

(continued)

Issue 7: Recognizing Data Limitations

To what extent does the performance plan identify significant data limitations and their implications for assessing the achievement of performance goals?

Issue 7: Recognizing Data Limitations

Assessment area	Question
Limitations of data	1. To what extent is there sufficient information to give reasonable confidence that the agency has the ability to generate--in-house or through external sources--performance data for all of its performance measures?
	2. Are there performance goals for which the agency anticipates that actual performance data will not be available in time for the annual performance report?
	3. To what extent does the plan provide baseline and/or historical trend data associated with its performance measures?
	4. To what extent does the plan disclose limitations associated with data that will be used? Are there implications arising from such limitations? Does the agency indicate what actions it plans to take to address the limitations?
	5. To what extent will the agency rely on external sources--such as other agencies, states, or independent organizations--to provide performance data? Does the agency disclose any concerns related to the quality or timeliness of the performance data provided by external sources?
	6. Is the agency developing a new data collection system or modifying an existing one? Are there more cost-effective ways to improve the data collection systems?

Section II
Key Assessment Questions

Comments
